DOCUMENT RESUME

ED 356 444 CG 024 839

TITLE	Juvenile Justice: A New Focus on Prevention. Hearing on Proposed Legislation Authorizing Funds for Programs of the Juvenile Justice and Delinquency Prevention Act, Focusing on Early Intervention and Prevention Strategies in Dealing with Juvenile Delinquency at the County Level, before the Subcommittee on Juvenile Justice of the Committee on the Judiciary. United States Senate, One Hundred Second Congress, Second Session (April 29, 1992).
INSTITUTION	Congress of the U.S., Washington, D.C. Senate Committee on the Judiciary.
REPORT NO	ISBN-0-16-04225-5
PUB DATE	93
NOTE	123p.; Serial No. J-102-62.
AVAILABLE FROM	U.S. Government Printing Office, Superintendent of Documents, Congressional Sales Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	*Delinquency; Federal Legislation; Hearings; *Juvenile Justice; Public Policy; Youth Problems
IDENTIFIERS	Congress 102nd; *Juvenile Justice Delinquency Prevention Act 1974; Testimony

ABSTRACT

The text of a Senate hearing on juvenile justice is presented in this report. The report opens with testimony by Senator Herbert Kohl. Senator Kohl's testimony focuses on youth violence, prevention, and public policy. A prepared statement by Senator Joseph R. Biden, Jr., focuses on providing the necessary resources, leadership, and coordination in developing and implementing effective methods of preventing and reducing juvenile delinquency. Testimony and/or materials from these witnesses is included: (1) John Collins, Kenosha County executive, Kenosha, Wisconsin; (2) Lynne Martinez, Commission of Ingham County, Lansing, Michigan; (3) Gladys McCoy, Multnomah County Board of Commissioners, Portland, Oregon; (4) Thomas R. English, executive director, Oregon Council on Crime and Delinquency, Portland, Oregon; (5) Kevin Soucie, intergovernmental relations director, Milwaukee County, Milwaukee, Wisconsin; (6) Michael Greene, juvenile justice administrator, city of New York, New York; (7) Sally Herrick, president, New York State Youth Bureaus, Ballston Spa, New York; and (8) Carole Carpenter, Maricopa County, supervisor, Phoenix, Arizona. (ABL)

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JUVENILE JUSTICE: A NEW FOCUS ON PREVENTION

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HEARING

BEFORE THE

SUBCOMMITTEE ON JUVENILE JUSTICE

OF THE

COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

ONE HUNDRED SECOND CONGRESS

SECOND SESSION

ON

PROPOSED LEGISLATION AUTHORIZING FUNDS FOR PROGRAMS OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT, FOCUSING ON EARLY INTERVENTION AND PREVENTION STRATEGIES IN DEALING WITH JUVENILE DELINQUENCY AT THE COUNTY LEVEL

APRIL 29, 1992

Serial No. J-102-62

Printed for the use of the Committee on the Judiciary

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64-862 cc WASHINGTON : 1993

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JUVENILE JUSTICE: A NEW FOCUS ON PREVENTION

WEDNESDAY, APRIL 29, 1992

U.S. SENATE,
SUBCOMMITTEE ON JUVENILE JUSTICE,
COMMITTEE ON THE JUDICIARY,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:35 a.m., in room SD-406, Dirksen Senate Office Building, Hon. Herb Kohl (chairman of the subcommittee) presiding.

OPENING STATEMENT OF HON. HERBERT KOHL, A U.S. SENATOR FROM THE STATE OF WISCONSIN

Senator KOHL. Good morning. I am pleased to call this hearing to order, the fifth in a series of juvenile justice oversight hearings. This morning we are looking at prevention, front-end investment strategies because they will be included as a new title of the Juvenile Justice and Delinquency Prevention Act.

Youth violence unfortunately is rising. It is part of the sad legacy of failing to invest in delinquency prevention programs. In my own city of Milwaukee, gangs are recruiting children as young as 9 years old. And nationwide, more 9- and 10-year-olds are experimenting with drugs and alcohol than ever before.

American adolescents are 15 times more likely to die of homicide than their peers in Western Europe. These serious problems did not appear suddenly, and we cannot hope to solve them overnight. But they will only get worse until we do more to prevent kids from getting into trouble to begin with. When the Juvenile Justice Act was first passed in 1974, prevention was one of its primary goals. The premise of this provision is simple: preventing violent and delinquent behavior is much easier than trying to arrest or rehabilitate it after the fact.

Prevention is also more efficient than law enforcement, secure confinement or treatment. The fiscal crisis facing many inner-city hospitals can be traced in part to the shootings and stabbings of adolescents with no health coverage. In Wisconsin and in many other States, the average cost of placing a juvenile in a training school is $40,000 a year, more than any elite private school. And we spend more than $2 billion a year on juvenile detention and correctional facilities nationwide. Yet we know that for every dollar we spend on preventive programs like Headstart, we save close to $5 in special education, criminal justice and welfare costs down the road.

Despite all of this, few Federal, State or local dollars have been targeted toward delinquency prevention. Twenty-seven States spend no juvenile justice grant funds to prevent youth crime or violence, not because they do not want to but because they are struggling with other priorities. Many are still trying to come into compliance with the mandate to remove juveniles from adult jails, and until they meet that goal, the Juvenile Justice Act prohibits them from spending their State grants on anything else. No one here today would question the original goal of removing juveniles from adult jails. But the policy question before us is what we can do on the Federal level to help communities, especially those that have already achieved jail removal, invest in prevention programs.

Our witnesses here this morning will have a range of proposals for juvenile justice prevention incentives, and we look forward to hearing from them.

[The prepared statement of Senator Kohl follows:]

OPENING STATEMENT OF SEN. HERB KOHL
JUVENILE JUSTICE SUBCOMMITTEE HEARING ON
"JUVENILE JUSTICE: A NEW FOCUS ON PREVENTION"

I AM PLEASED TO CALL THIS HEARING TO ORDER, THE FIFTH IN A SERIES OF JUVENILE JUSTICE OVERSIGHT HEARINGS. THIS MORNING, WE ARE LOOKING AT PREVENTION AND FRONT-END INVESTMENT STRATEGIES, BECAUSE THEY WILL BE INCLUDED AS A NEW TITLE OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT (JJDPA).

YOUTH VIOLENCE IS ON THE UPSWING -- PART OF THE SAD LEGACY OF FAILING TO INVEST IN DELINQUENCY-PREVENTION PROGRAMS. IN MILWAUKEE, GANGS ARE RECRUITING CHILDREN AS YOUNG AS NINE YEARS OLD. NATIONWIDE, MORE NINE AND TEN YEAR OLDS ARE EXPERIMENTING WITH DRUGS AND ALCOHOL THAN EVER BEFORE. AND AMERICAN ADOLESCENTS ARE FIFTEEN TIMES MORE LIKELY TO DIE OF HOMICIDE THAN THEIR PEERS IN WESTERN EUROPE.

THESE SERIOUS PROBLEMS DID NOT APPEAR SUDDENLY, AND WE CANNOT SOLVE THEM OVERNIGHT. BUT THEY WILL ONLY GET WORSE UNTIL WE DO MORE TO PREVENT KIDS FROM GETTING INTO TROUBLE TO BEGIN WITH.

WHEN THE JUVENILE JUSTICE ACT WAS FIRST PASSED IN 1974, PREVENTION WAS ONE OF ITS PRIMARY GOALS. THE PREMISE OF THIS PROVISION IS SIMPLE: PREVENTING VIOLENT AND DELINQUENT BEHAVIOR IS MUCH EASIER THAN TRYING TO ARREST OR REHABILITATE IT AFTER THE FACT.

PREVENTION IS ALSO MORE COST-EFFICIENT THAN LAW ENFORCEMENT, SECURE CONFINEMENT AND TREATMENT. THE FISCAL CRISIS FACING MANY INNER-CITY HOSPITALS MAY BE TRACED IN PART TO THE SHOOTINGS AND STABBINGS OF ADOLESCENTS WITH NO HEALTH COVERAGE. IN WISCONSIN AND MANY OTHER STATES, THE AVERAGE COST OF PLACING A JUVENILE IN A TRAINING SCHOOL IS $40,000 PER YEAR, MORE THAN ANY ELITE PRIVATE SCHOOL. AND WE SPEND MORE THAN TWO-BILLION DOLLARS A YEAR ON JUVENILE DETENTION AND CORRECTIONAL FACILITIES NATIONWIDE. YET WE KNOW THAT FOR EVERY DOLLAR WE SPEND ON PREVENTIVE PROGRAMS LIKE HEADSTART, WE SAVE CLOSE TO FIVE DOLLARS IN SPECIAL EDUCATION, CRIMINAL JUSTICE AND WELFARE COSTS DOWN THE ROAD.

DESPITE ALL THIS, FEW FEDERAL, STATE OR LOCAL DOLLARS HAVE BEEN TARGETED TOWARDS DELINQUENCY PREVENTION. TWENTY-SEVEN STATES SPEND NO JUVENILE JUSTICE GRANT FUNDS TO PREVENT YOUTH CRIME OR VIOLENCE. NOT BECAUSE THEY DO NOT WANT TO, BUT BECAUSE THEY ARE STRUGGLING WITH OTHER PRIORITIES. MANY ARE STILL TRYING TO COME INTO COMPLIANCE WITH THE MANDATE TO REMOVE JUVENILES FROM ADULT JAILS. UNTIL THEY MEET THAT GOAL, THE JUVENILE JUSTICE ACT PROHIBITS THEM FROM SPENDING THEIR STATE GRANTS ON ANYTHING ELSE.

NO ONE IN THIS ROOM WOULD QUESTION THE ORIGINAL GOAL OF REMOVING JUVENILES FROM ADULT JAILS. BUT THE POLICY QUESTION BEFORE US IS WHAT WE CAN DO ON THE FEDERAL LEVEL TO HELP COMMUNITIES -- ESPECIALLY THOSE THAT HAVE ALREADY ACHIEVED JAIL REMOVAL -- INVEST IN PREVENTION PROGRAMS. OUR WITNESSES THIS MORNING WILL HAVE A RANGE OF PROPOSALS FOR JUVENILE JUSTICE PREVENTION INCENTIVES, AND WE LOOK FORWARD TO HEARING THEM.

WE HAVE A LONG WAY TO GO BEFORE WE PUT INTO PRACTICE BEN FRANKLIN'S ADAGE ABOUT AN OUNCE OF PREVENTION. RIGHT NOW, JUVENILE DETENTION AND CORRECTIONS ACCOUNT FOR ONE OUT OF EVERY FOUR DOLLARS COUNTIES SPEND ON INSTITUTIONALIZATION. BUT THIS YEAR MILWAUKEE COUNTY, FOR EXAMPLE, WILL ONLY BE ABLE TO SPEND ABOUT TWO PERCENT OF ITS YOUTH BUDGET ON PREVENTION. AND ALL FEDERAL JUVENILE JUSTICE FUNDS TO WISCONSIN MUST FIRST PAY FOR JAIL REMOVAL IN THOSE COUNTIES -- WHICH UNLIKE MILWAUKEE -- DO

NOT COMPLY. SO UNLESS WE ESTABLISH A NEW PREVENTION TITLE IN THE J-J ACT, MILWAUKEE AND OTHER COUNTIES WILL BE UNFAIRLY PENALIZED IN A SENSE FOR GOOD PERFORMANCE.

WE WILL ALWAYS NEED TO SPEND SOME MONEY ON CONFINING SERIOUS, VIOLENT JUVENILES. BUT A NEW TITLE ON PREVENTION IN THE JUVENILE JUSTICE ACT COULD HELP EMPOWER COMMUNITIES, PARENTS AND YOUNG PEOPLE TO MOBILIZE AGAINST YOUTH CRIME AND VIOLENCE. ONLY THROUGH FRONT-END INVESTMENT STRATEGIES WILL WE START TO CUT DOWN ON THE NUMBER OF JUVENILES ENTERING THE JUSTICE SYSTEM TO BEGIN WITH. WE WILL SAVE MONEY AND WE WILL SAVE LIVES.

Senator KOHL. Before we begin the testimony, we have a written statement from the chairman of the full committee, Senator Biden, which will be entered in the record without objection.

[The prepared statement of Senator Biden follows:]

PREPARED STATEMENT OF CHAIRMAN BIDEN, A U.S. SENATOR FROM THE STATE OF DELAWARE

I am pleased to join my colleagues for this important hearing on the Juvenile Justice and Delinquency Prevention Act. Eighteen years after the Congress enacted the Juvenile Justice and Delinquency Act, there is still little focus on prevention of juvenile crime.

I would also like to take this opportunity to commend the leadership of Senator Kohl, chairman of the Juvenile Justice Subcommittee. He has shown an intense interest in reforming the juvenile justice system and has demonstrated extraordinary leadership.

I would also like to welcome our distinguished witnesses and thank them for taking the time to come here today and share their expertise with us. It is an honor to have them here.

It is time to focus on what the Federal involvement in the juvenile justice system was intended to be back in 1974—providing the necessary resources, leadership and coordination in developing and implementing effective methods of preventing and reducing juvenile delinquency.

As we will hear form our panel of experts, there is a sense of urgency to move away form institutional detention of youthful offenders and focus on the need to invest our efforts in front-end prevention programs aimed at stopping juvenile crime before it happens.

Several of our witnesses oversee local programs that are proof-positive that investment in front-end prevention programs works. Prevention programs are stemming the tide of children entering our juvenile justice system. One highly successful program is Multinomah County, Oregon's "Youth Gang Development Project." Through expanded use of alternatives to incarceration, employment training and skill development, this program has reduced the rate of commitment to State juvenile facilities by 30 percent in 6 months.

It is imperative for the Federal Government and the local government agencies to function together. However, we must provide Federal help that does not handcuff the localities into programs that simply will not work for them. Every State, every county and every town is different and the Federal Government must provide leadership, but allow freedom in creating prevention programs that utilize distinct local strengths to solve distinct local problems.

Prevention is the best method to solve the drug and crime problem in our Nation and stop this scourge from infecting the next generation of Americans. I have long addressed the issue of prevention and education. Recently, I called for a national drug strategy that has drug prevention and education as one of its cornerstones. I have also introduced sweeping legislation—a $100 million anti-gang grant—to beef up our attack on violent youths and street gangs. This grant provides funds for prevention and education to dissuade America's youth from heading down the deadly path of street gangs.

This is a watershed year for the Juvenile Justice and Delinquency Prevention Act, for it is during this Congress that we reauthorize the act. I am confident that the Congress will vote to reauthorize the act. But, I hope that the act that emerges from the 102d Congress has a focus on what works—prevention.

Senator KOHL. Our first panel today includes county officials from Wisconsin, Michigan, and Oregon. We have with us today John Collins, Lynne Martinez, Gladys McCoy, and Tom English. John Collins is the county executive from Kenosha, WI. A former elementary school teacher, Mr. Collins is well known for his commitment to Kenosha's young people. Mr. Collins has received several national awards for his local leadership skills and for his accomplishments.

Lynne Martinez is the county commissioner from Ingham, MI. She chairs the National Association of Counties Juvenile Justice subcommittee. She is here today representing that institution's interest in encouraging delinquency prevention.

And Gladys McCoy is here from Portland, OR. She is the county executive presiding over Multnomah County. Gladys has had many years of experience working with young people, directing prevention programs like Headstart. So we look forward to hearing from Ms. McCoy.

We also look forward to hearing from her colleague from Oregon, Tom English. Tom is executive director of Oregon's Council on Crime and Delinquency, an organization with 30 years of policy experience in juvenile justice. Mr. English has chaired Oregon's State Advisory Board on Juvenile Justice. He teaches courses on corrections, and he now serves as the president of the American Restitution Association. We are happy to have so many experts on juvenile justice here with us this morning. And in order to leave enough time for questions and dialog, we would appreciate it if you would keep your opening remarks to not more than 5 minutes. So thank you all for being here this morning, and Mr. Collins, we will start with you.

PANEL CONSISTING OF JOHN COLLINS, KENOSHA COUNTY EXECUTIVE, KENOSHA, WI; LYNNE MARTINEZ, COMMISSION OF INGHAM COUNTY, LANSING, MI; GLADYS McCOY, MULTNOMAH COUNTY BOARD OF COMMISSIONERS, PORTLAND, OR; AND THOMAS R. ENGLISH, EXECUTIVE DIRECTOR, OREGON COUNCIL ON CRIME AND DELINQUENCY, PORTLAND, OR

STATEMENT OF JOHN COLLINS

Mr. COLLINS. Thank you, Mr. Chairman. Later on in the second group or the second wave of people from NACO, Carole Carpenter from Maricopa County, Arizona, who is chair of NACO's Justice and Public Safety Committee, will outline NACO's support for your proposal. I am not here as an expert in the field of juvenile justice, but I believe that I can bring some hopefully new perspective to the discussion. I grew up in Kenosha's central city in the 1950's and taught for 10 years at the Wilson Elementary School in Kenosha, a school with a very high number of at-risk kids. Some of the kids I taught grew up to be doctors, some grew up to be grocery store clerks, some just good wholesome folks, some never grew up at all. They were killed in drug deals.

But that was years ago, and now the streets are meaner than I could ever have imagined as a kid growing up at Frank School in the 1950's or teaching in the 1960's at Wilson School. But now as a government official, I see how government has responded to the

needs of those kids who are forced to fight to survive in drug-infested neighborhoods across this land, and I am led to the conclusion that the strategies we are using are hopelessly outdated because they are based upon funding structures, structures which were established ions ago rather than on encouraging agency cooperation designed to meet the needs of those kids on the street.

We are burdened with a governmental system which promotes duplication, which forces counties, schools, and private agencies into competition for State and Federal dollars and which I believe unwisely promotes agency turf protection at the expense of operational efficiencies. If we are to effectively deliver services to children at risk, we need to develop strategies which emphasize the needs of those children above the needs of the delivery system. That will require national, State and community strategies which involve the schools, the social service agencies, and private providers working as a team.

It will need to involve knocking down the walls between agencies. It will need to involve incorporating county and community agencies within the confines of the school setting, but most of all it will require a philosophy deeply rooted in customer service with the youngsters being the customers. The Federal Government could be of enormous help in promoting such a philosophy by directing juvenile justice prevention dollars to communities which have developed alliances between traditionally competing agencies.

We need to provide prevention and intervention programs to at-risk children. We need to provide these programs as efficiently as possible, and if we are to accomplish these goals, we must do so with a strategy which eliminates jurisdictional impediments to the achievement of the goals. In my home State of Wisconsin, where we spend an enormous amount of money in detentional and correctional services, it costs my county $39,694 a year, $108.75 per day, to house a youngster in a State juvenile correctional facility. It seems at best inefficient to spend nearly $40,000 a year to incarcerate a youngster when dollars could be more wisely spent helping well-organized, collaborative efforts aimed at preventing juvenile crime.

We are making some progress in Kenosha, WI. It is slow, and it is tedious, and it is generally done without fanfare. There are no superheroes who step into the process and resolve problems immediately. In the Frank School neighborhood, we have helped to create a neighborhood group involving residents, school, and social services agencies. Recently I met with the Kenosha Superintendent of Schools, Anthony Bisciglia, to lay the foundation for such an effort in the Wilson School neighborhood. I believe that these sorts of models which involve combining efforts to assist children in difficult environments can prove successful. In putting together these efforts, it has become evident that the largest impediment is not philosophical but structural. Nearly everyone agrees that these kids need alternative activities, positive role models, positive reinforcement, but knocking down the barriers between organizational structure easily ranks as at least as tough a problem as defining the services needed.

Whenever we are sitting in these groups in my office trying to determine how we can best attack these issues, I frequently ask the

question of the assembled group: why are we here? If the question comes back from all concerned we are here to help the youngsters rather than to help the agencies, we will have taken a giant leap over the walls which divide us.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Collins follows:]

TESTIMONY

BY

JOHN R. COLLINS, COUNTY EXECUTIVE
KENOSHA COUNTY, WISCONSIN

BEFORE

THE U.S. SENATE SUBCOMMITTEE ON JUVENILE JUSTICE

Dirksen Senate Building
Washington, D.C.
10:30 A.M.
Wednesday, April 29, 1992

I thank you for the opportunity to come before you to present my views on the need for prevention as a strategy for dealing with juvenile justice issues in our nation and for the need for inter-agency cooperation in addressing those problems.

This series of hearings will bring before you a number of experts in the field of juvenile justice - noted practitioners who have become distinguished in their field.

I do not pretend to be an expert in juvenile justice, but I believe that I can bring to these hearings a different and, hopefully, helpful perspective.

I grew up in Kenosha's central city in the 1950s and later taught for ten (10) years at the Wilson Elementary School in Kenosha - a school with a very high number of at-risk children. Some of the kids I taught grew up to be doctors, some grocery store clerks, and some just people with good, wholesome lives. Some others never grew up at all; some died in drug deals.

But, that was years ago; and, now, the streets are meaner than I could ever have imagined as a kid going to Frank School or as a teacher at Wilson School.

Now, as a government official, I see how government has responded to the needs of those kids who are forced to fight

to survive in drug-infested neighborhoods across this land; and I am led to the conclusion that the strategies we are using are hopelessly outdated because they are based on funding structures established eons ago rather than on encouraging agency cooperation designed to meet the needs of the kids on the street.

We are burdened with a governmental system which promotes duplication, which forces counties, schools, and private agencies into competition for state and federal dollars and which unwisely promotes agency turf protection at the expense of operational efficiencies.

If we are to effectively deliver services to children-at-risk, we need to develop strategies which emphasize the needs of those children above the needs of the delivery system. That will require national, state, and community strategies which involve the schools, the county social service agencies, and private providers working as a team. It will need to involve knocking down the walls between agencies. It will need to involve incorporating county and community agencies within the confines of a school setting. But, most of all, it will require a philosophy deeply rooted in customer service, with the youngsters being the customers.

The federal government could be of enormous help in promoting such philosophy by directing juvenile justice prevention dollars to communities which have developed alliances between traditionally competing agencies.

We need to provide prevention and intervention programs to at-risk youth. We need to provide these programs as efficiently as possible. And, if we are to accomplish those goals, we must do so with a strategy that eliminates jurisdictional impediments to the achievement of those

goals.

In my home state of Wisconsin where we spend an enormous amount of money in detentional and correctional services, it costs my county $39,694 per year ($108.75 per day) to house a youngster in a state juvenile correctional facility. It seems, at best, inefficient to spend nearly $40,000 per year to incarcerate a youngster when dollars could be more wisely spent helping well-organized, collaborative efforts aimed at preventing juvenile crime.

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I believe that these sorts of models, which involve combining efforts in assisting children in difficult environments, will prove successful.

In putting together these efforts, it has become evident that the biggest impediment is not philosophical but structural. Nearly everyone agrees that these kids need alternative activities, positive role models, and positive reinforcement; but, knocking down the barriers between organizational structures easily ranks as at least as tough a problem as defining the services needed.

I frequently ask the question, "Why are we here?" If the answer comes from all concerned, "To help youngsters," we will have taken a giant leap over the walls that divide us.

Senator KOHL. Thank you very much, Mr. Collins.
Ms. Martinez?

STATEMENT OF LYNNE MARTINEZ

Ms. MARTINEZ. Thank you. Honorable Mr. Chairman, I would like first very much to thank you for this opportunity to speak here today on behalf of the Justice and Public Safety Committee's Juvenile Justice subcommittee at NACO. I would also like to express the sentiments of my colleagues on the Juvenile Justice subcommittee in commending you for your leadership in refocusing national attention on delinquency prevention, and I would like to say a special thank you to Marsha Renwanz, the staff person for the subcommittee who has spent so much time working with NACO, brainstorming with us, helping to teach us some of the things and listening to us.

We at NACO share your concern that as a nation we are missing important opportunities to solve problems at the earliest stages, and that much of our effort comes too late after the problems have become entrenched and critical. NACO's Justice and Public Safety Committee has for a number of years been concerned that counties have spent billions of dollars on institutional care and relatively little on prevention.

Last year at NACO's annual conference in Salt Lake City, UT, the delegates unanimously approved a new section in the American County platform entitled "A County Strategy for Front-End Investment to Prevent Crime." The policy urges the Congress and the administration to, and I quote,

> To work with State and local government in designing and funding important prevention and early intervention strategies for children and families. These include health, shelter, education, and employment. Counties must develop partnerships with business and industry, private sector volunteer and service organizations, and all strata of government to plan and deliver a broad range of services for at-risk children and families that address the needs ofthe whole person.

Mr. Chairman, in Michigan, removing youth from jails and police lockups has been our major use of Juvenile Justice and Delinquency Prevention Act funding. One major city police department and one county sheriff's department have been identified as having the most serious problems in meeting compliance with jail removal mandates. A number of alternative programs and policies have been developed in Michigan to remove these juveniles from adult incarceration. Key training has been implemented for law enforcement officers to reduce the number of violations, but achieving full compliance has been a slow and difficult process that involves changing the attitudes.

We are very proud of the work being done by our State advisory group, but the end result is that even though substantial progress has been made in nearly all Michigan counties, in my State it is illegal to spend JJDPA funding for anything like prevention activities. Your new title would give States like Michigan additional program targets without in any way diminishing our jail removal obligations. Mr. Chairman, Lansing, MI, too, is in a crisis. Lansing is a middle-sized city in middle America. It is the seat of State government in Michigan, and it lives next door to Michigan State University. But increasingly, my State is plagued with problems that we

once believed to be unique to large urban areas. Our children are adopting the subculture of gangs, drugs and violence, and adults are afraid because it appears that they are losing control of their streets and their neighborhood.

There is strong sentiment for locking away young people, but there is an increasing awareness that we cannot afford to lock them all away, and that it does not work anyway. In Michigan, it costs over $60,000 a year to detain a single youth. And while we are spending that $60,000 a year incarcerating one youth in a State home, thousands more are headed down that same hopeless path. There are people who know what we should be doing. They are the experts, and they are all saying the same things. They say we have to start earlier. We have to strengthen the whole family, whatever that family might look like, and that we have to take a multifaceted approach to services.

In late 1960, a Dr. William Davidson, a professor of psychology at Michigan State University, studied several models of intervention from incarceration to probation to in-home care. In his study, the only model that prevented continuing delinquency was in-home care working with the entire family. Kids are telling us the same thing. If we ask, they too will tell us that they want a family and a community that cares for them and that cares about them. I have asked gang members why they joined their gang, and their answer is that the gang was their only support and their only protection.

Mr. Chairman, NACO strongly supports the reauthorization of the Juvenile Justice and Delinquency Prevention Act and the removal of juveniles from adult jails. As I have previously stated, NACO strongly supports your efforts to create a new title to the act on prevention. As we would envision it, the goal would be to use Federal funds as an incentive to encourage State and local investment in prevention. The ultimate objective would be to empower the community by encouraging collaboration at the local level via a network of a countywide policy boards that would represent the schools, the business community, the business agencies, citizens and the private, nonprofit and for-profit service delivery sectors.

And last, we support a focus on the development of the child as a whole person who lives within a community and within a family. Finally, Mr. Chairman, the National Association of Counties has conducted a telephone poll of the 50 States to determine the number of general government elected county officials who serve on the State advisory groups, and we found that 40 boards have no county board or elected county executive representative. We were surprised by the results of this poll, and NACO has pledged to work cooperatively with the National Coalition of State Juvenile Justice Advisory Groups in strengthening the involvement of county board representation with these groups.

Once again I commend your activities and urge you to move forward with this very important effort.

Thank you very much.

[The prepared statement of Ms. Martinez follows:]

NATIONAL
ASSOCIATION
of
COUNTIES

440 First St. NW, Washington, DC 20001
202/393-6226

STATEMENT OF

THE HONORABLE LYNNE MARTINEZ

ON BEHALF OF

THE NATIONAL ASSOCIATION OF COUNTIES

BEFORE

THE UNITED STATES SENATE

SUBCOMMITTEE ON JUVENILE JUSTICE

ON

THE REAUTHORIZATION OF THE JUVENILE

JUSTICE AND DELINQUENCY PREVENTION ACT

APRIL 29, 1992

WASHINGTON, D. C.

HONORABLE MR. CHAIRMAN, AND MEMBERS OF THE SUBCOMMITTEE, MY NAME IS LYNNE MARTINEZ. I AM COUNTY COMMISSIONER IN INGHAM COUNTY, MICHIGAN AND CHAIR OF THE NATIONAL ASSOCIATION OF COUNTIES* JUVENILE JUSTICE SUBCOMMITTEE. I AM ALSO A FORMER CHAIR OF THE MICHIGAN ASSOCIATION OF COUNTIES JUDICIARY AND PUBLIC SAFETY COMMITTEE AND CURRENTLY SERVE AS CHAIR OF INGHAM COUNTY'S LAW AND COURT COMMITTEE. I AM ALSO PRIVILEGED TO BE A MEMBER OF THE BOARD OF DIRECTORS OF THE MICHIGAN ASSOCIATION OF COUNTIES.

MR. CHAIRMAN, I WOULD LIKE TO ECHO THE SENTIMENTS OF MY COLLEAGUES IN COMMENDING YOU FOR YOUR LEADERSHIP IN REFOCUSING NATIONAL ATTENTION ON DELINQUENCY PREVENTION. WE AT NACo SHARE YOUR CONCERN THAT WE ARE AS A NATION MISSING IMPORTANT OPPORTUNITIES TO SOLVE PROBLEMS AT THE EARLIEST STAGES -- AND THAT MUCH OF OUR EFFORT COMES TOO LATE AFTER THE PROBLEMS HAVE BECOME ENTRENCHED AND CRITICAL

PROMOTING EARLY INTERVENTION AND PREVENTION ACTIVITIES AND EDUCATING THE JUVENILE JUSTICE COMMUNITY ON ITS VALUE ARE CRITICAL OBJECTIVES IN REVERSING THE RISE IN SERIOUS CRIME IN THIS COUNTRY. CHASE RIVELAND, THE CORRECTIONS COMMISSIONER FOR WASHINGTON STATE SUMMED IT UP WELL LAST WEEK WHEN HE TOLD A NATIONAL NEWS CONFERENCE ON CORRECTIONS REFORM THAT WE SPEND $26,000 PER YEAR ON INMATE INCARCERATION BUT ONLY $4,000 PER YEAR ON A CHILD'S EDUCATION.

MR. CHAIRMAN, THE NEED FOR PREVENTION IS STAGGERING. ACCORDING TO THE CHILDREN'S DEFENSE FUND'S REPORT, THE STATE OF

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* The National Association of Counties is the only national organization representing county government in the United States. Through its membership, urban, suburban and rural counties join together to build effective, responsive county government. The goals of the organization are to: improve county government; serve as the national spokesman for county government; serve as a liaison between the nation's counties and other levels of government; achieve public understanding of the role of counties in the federal system.

AMERICA'S CHILDREN 1991, A TOTAL OF 2.4 MILLION CHILDREN WERE REPORTED ABUSED OR NEGLECTED IN 1989. THIS REPRESENTS A 10 PERCENT INCREASE OVER THE 1988 FIGURE AND A 147 PERCENT INCREASE SINCE 1979."

IN ADDITION, IN THIS SAME REPORT, CDF CITES GOVERNMENT STATISTICS THAT "12 PERCENT OF ALL CHILDREN YOUNGER THAN 18 SUFFERED MENTAL DISORDERS IN 1989. BETWEEN 7.5 MILLION AND 9.5 MILLION CHILDREN HAVE SEVERE EMOTIONAL DISTURBANCES." THE MAGNITUDE OF THE PROBLEM WAS ILLUSTRATED BY THE DESCRIPTION CONTAINED IN NEW JERSEY'S PRIMARY PREVENTION PLAN:

"IN 1988, MORE THAN 2,500 CHILDREN DIED FROM DISEASE OR OTHER PREVENTABLE CAUSES; 27,000 CHILDREN LIVE APART FROM THEIR FAMILIES FOR SOME PART OF THE YEAR IN FOSTER CARE, OR OTHER INSTITUTIONS; MORE THAN 20,000 CHILDREN WERE PHYSICALLY AND/OR SEXUALLY ABUSED; MORE THAN 18,000 STUDENTS DROPPED OUT OF SCHOOL BETWEEN THE 9TH AND 12TH GRADES AND MORE THAN 42,000 YOUTHS ENTERED THE JUVENILE JUSTICE SYSTEM ON DELINQUENCY CHARGES."

NACo POLICY

NACo'S JUSTICE AND PUBLIC SAFETY COMMITTEE HAS FOR A NUMBER OF YEARS BEEN CONCERNED THAT COUNTIES HAVE SPENT BILLIONS ON INSTITUTIONAL CARE BUT RELATIVELY LITTLE ON PREVENTION. MR. CHAIRMAN, COUNTIES FUND THE MOST EXPENSIVE FORMS OF INSTITUTIONAL CARE, INCLUDING JUVENILE DETENTION CENTERS AND JAILS. THE CHALLENGE FACING COUNTIES DURING A PERIOD OF SEVERE FINANCIAL STRAIN IS FIGURING OUT HOW RESOURCES CAN BE DIRECTED TO THE "FRONT END."

MR. CHAIRMAN, LAST JULY AT NACo'S ANNUAL CONVENTION IN SALT LAKE CITY, UTAH, THE DELEGATES UNANIMOUSLY APPROVE A NEW SECTION IN THE AMERICAN COUNTY PLATFORM ENTITLED, "A COUNTY STRATEGY FOR

FRONT-END INVESTMENT TO PREVENT CRIME." THE POLICY URGED THE CONGRESS AND THE ADMINISTRATION "TO WORK WITH STATE AND LOCAL GOVERNMENT IN DESIGNING AND FUNDING IMPORTANT PREVENTION AND EARLY INTERVENTION STRATEGIES FOR CHILDREN AND FAMILIES. THESE INCLUDE HEALTH, SHELTER, EDUCATION, AND EMPLOYMENT. COUNTIES MUST DEVELOP PARTNERSHIPS WITH BUSINESS AND INDUSTRY, PRIVATE SECTOR VOLUNTEER AND SERVICE AGENCIES, AND ALL STRATA OF GOVERNMENT TO PLAN AND DELIVER A BROAD RANGE OF SUPPORT SERVICES FOR AT-RISK CHILDREN AND FAMILIES THAT ADDRESS THE NEEDS OF THE WHOLE PERSON."

MICHIGAN'S WAIVER STATUS

MR. CHAIRMAN, IN MICHIGAN THE POLICE LOCK-UP HAS BEEN OUR MAJOR AREA OF CONCENTRATION. IN FY 91, $1.1 MILLION OF FORMULA FUNDS WAS AWARDED MUNICIPAL POLICE DEPARTMENTS AND $200,000 COUNTY SHERIFFS DEPARTMENTS TO HELP IMPLEMENT THE JAIL REMOVAL REQUIREMENT. OF THE FEDERAL SHARE OF $1.7 MILLION, EVERYTHING WENT FOR JAIL REMOVAL EXCEPT FOR $130,650 FOR PLANNING AND ADMINISTRATION AND $16,250 FOR THE STATE ADVISORY GROUP ALLOCATION.

A MAJOR CITY POLICE DEPARTMENT AND A COUNTY SHERIFF'S DEPARTMENT HAVE BEEN IDENTIFIED AS HAVING THE MOST SERIOUS PROBLEMS IN MEETING COMPLIANCE WITH JAIL REMOVAL.

IN MICHIGAN, ONE PROBLEM IS THAT WE HAVE NOT BEEN ABLE TO PASS LEGISLATION TO OUTLAW THE CONFINEMENT OF JUVENILES IN ADULT JAILS AND POLICE LOCK-UPS. TRAINING OF KEY LAW ENFORCEMENT OFFICERS HAS BEEN IMPLEMENTED TO REDUCE THE NUMBER OF VIOLATIONS BUT ACHIEVING FULL COMPLIANCE HAS BEEN A SLOW AND DIFFICULT PROCESS OF CHANGING ATTITUDES.

THE END RESULT IS THAT ALL ACTIVITY OUTSIDE OF JAIL REMOVAL

HAS COME TO A HALT EVEN THOUGH SUBSTANTIAL PROGRESS HAS BEEN ACHIEVED IN NEARLY ALL COUNTIES. IN MICHIGAN, NO JJDDPA FUNDS CAN LEGALLY BE SPENT ON PREVENTION.

MR. CHAIRMAN, YOUR NEW TITLE WOULD GIVE STATES LIKE MICHIGAN AN ADDITIONAL FUNDING TARGET WITHOUT IN ANY WAY DIMINISHING OUR JAIL REMOVAL OBLIGATIONS. THE CURRENT STRUCTURE WOULD REMAIN TO ENFORCE THE REMOVAL MANDATE, AND PROGRESS ON THE PREVENTION FRONT COULD PROCEED.

STARTING EARLIER AND STRENGTHENING THE WHOLE FAMILY

MR. CHAIRMAN, LET ME TELL YOU A LITTLE OF THIS PLACE I COME FROM -- LANSING, MICHIGAN. IT IS A MIDDLE-SIZED CITY IN MIDDLE AMERICA. IT IS THE SEAT OF STATE GOVERNMENT, AND IT'S NEXT DOOR TO EAST LANSING AND MICHIGAN STATE UNIVERSTIY.

INCREASINGLY, MY CITY IS PLAGUED WITH PROBLEMS THAT WE ONCE BELIEVED TO BE UNIQUE TO OUR LARGE URBAN AREAS. OUR CHILDREN ARE ADOPTING THE SUB-CULTURE OF GANGS AND VIOLENCE AND DRUGS. AND THE ADULTS ARE AFRAID -- AS WELL THEY SHOULD BE. IT APPEARS THAT THEY ARE LOSING CONTROL OF THEIR STREETS AND THEIR NEIGHBORHOODS.

THERE IS STRONG SENTIMENT FOR LOCKING AWAY THESE YOUNG PEOPLE. AND THERE IS AN INCREASING AWARENESS THAT WE CAN'T AFFORD TO LOCK THEM ALL AWAY. STATE PLACEMENTS COST OVER $170 PER DAY IN MICHIGAN. THAT MIGHT BE OKAY, IF IT WORKED. BUT A VAST MAJORITY OF TRAINING SCHOOL GRADUATES ARE REPEAT OFFENDERS IN BOTH THE JUVENILE AND ADULT CRIMINAL JUSTICE SYSTEMS.

AND WHILE WE ARE SPENDING $60,000 A YEAR TO LOCK UP ONE YOUNG PERSON, THOUSANDS MORE ARE BEING IGNORE AND HEADING THE SAME WAY. SO, AS POLITICIANS, WE WRING OUR HANDS AND WONDER WHAT TO DO.

THERE ARE PEOPLE WHO KNOW WHAT TO DO. THEY ARE THE EXPERTS, AND THEY ARE ALL SAYING THE SAME THINGS. THEY SAY WE HAE TO START EARLIER, WE HAVE TO STRENGTHEN THE WHOLE FAMILY -- WHATEVER IT MIGHT LOOK LIKE -- AND WE HAVE TO TAKE A MULTI-FACETED APPROACH.

IN THE LATE 1060s, DR. WILLIAM DAVIDSON, A PROFESSOR OF PSYCHOLOGY AT MSU, STUDIED SEVERAL MODELS OF INTERVENTION, FROM INCARCERATION TO PROBATION TO IN-HOME CARE. IN HIS STUDY, THE ONLY MODEL THAT PREVENTED CONTINUING DELINQUENCY WAS IN-HOME CARE WORKING WITH THE ENTIRE FAMILY.

ALSO IN THE 1960s, INGHAM COUNTY PROBATE JUDGE, THE HONORABLE ROBERT L. DRAKE TOOK THE LEAD IN FOUNDING CAMP HIGHFIELDS, A RESIDENTIAL PROGRAM WHERE TROUBLED YOUNG MEN COULD WORK TO CHANGE THEIR LIVES. IN 1984, HIGHFIELDS BEGAN A NEW PROGRAM CALLED IN-HOME FAMILY CARE. SIX COUNTIES REFER FAMILIES TO THE PROGRAM, AS A 'LAST CHANCE' BEFORE REMOVING A CHILD FROM THE HOME. FAMILY CASES REFERRED TO THE PROGRAM INCLUDING PROTECTIVE SERVICES AND DELINQUENCY. THE HIGHFIELDS SUCCESS RATE IS IMPRESSIVE. EIGHTY-SIX PERCENT OF THE FAMILIES AVOIDED OUT-OF- HOME PLACEMENT.

THE KIDS SAY THE SAME THING, IF WE LISTEN. THEY TOO WANT A FAMILY AND A COMMUNITY THAT CARES FOR THEM AND ABOUT THEM. ASK A GANG MEMBER WHY THEY JOINED THEIR GANG. THEY WILL PROBABLY TELL YOU THAT THE GANG WAS THEIR ONLY SUPPORT AND PROTECTION.

GENERAL GOVERNMENT INVOLVEMENT IS CRITICAL TO LAUNCHING A PREVENTION INITIATIVE

MR. CHAIRMAN, AS I HAVE PREVIOUSLY STATED, NACo SUPPORTS YOUR EFFORTS TO CREATE A NEW TITLE TO THE ACT ON PREVENTION. AS WE WOULD INVISION IT, THE GOAL WOULD BE TO USE FEDERAL FUNDS AS

AN INCENTIVE TO ENCOURAGE STATE AND LOCAL INVESTMENT IN PREVENTION.

THE ULTIMATE OBJECTIVE WOULD BE TO EMPOWER THE COMMUNITY BY ENCOURAGING COLLABORATION AT THE LOCAL LEVEL VIA A NETWORK OF COUNTYWIDE POLICY BOARDS REPRESENTING THE SCHOOLS, THE BUSINESS COMMUNITY, GOVERNMENTAL AGENCIES, CITIZENS, AND THE PRIVATE NON-PROFIT SECTOR.

COUNTY GOVERNEMENTS IN ADDITION TO THEIR MAJOR RESPONSIBILITIES IN THE JUVENILE JUSTICE SYSTEM ARE ALSO THE CHIEF PROVIDERS IN THE PUBLIC SECTOR FOR HEALTH, MENTAL HEALTH, AND SOCIAL SERVICES AT THE LOCAL LEVEL. THEY ARE THUS IN A UNIQUE POSITION TO INITIATE PREVENTION PROGRAMS. COUNTIES HAVE THE ABILITY AND BUDGETARY AUTHORITY TO CHAMPION THE COLLABORATIVE DELIVERY OF EXISTING SERVICES SUCH AS, FOR EXAMPLE, OUTREACHING COUNTY HEALTH AND MENTAL HEALTH SERVICES INTO ELEMENTARY SCHOOLS.

IN SHORT, NACo SEES THESE THINGS AS MOST CRITICAL:

FIRST - THE FEDERAL GOVERNMENT NEEDS TO TAKE A LEADERSHIP ROLE IN PROMOTING DELINQUENCY PREVENTION. AGAIN, WE COMMEND YOU, MR. CHAIRMAN, AND THE MEMBERS OF THIS SUBCOMMITTEE FOR PROVIDING THIS LEADERSHIP. WE STRONGLY SUPPORT YOUR EFFORTS TO CREATE A NEW PREVENTION TITLE IN THE JUVENILE JUSTICE ND DELINQUENCY PREVENTION ACT.

SECOND - WE SUPPORT THE CONCEPT OF SEED MONEY OR INCENTIVES THAT WILL ENCOURAGE STATE AND LOCAL ACTION TO REDIRECT EFFORTS AND FUNDING TOWARD DELINQUENCY PREVENTION AND EARLY INTERVENTION.

THIRD - WE NEED TO EMPOWER THE COMMUNITY THROUGH LOCAL PLANNING BOARDS, MADE UP OF EVERY SECTOR OF GOVERNMENT: STATE, COUNTY, CITY AND SCHOOL DISTRICTS, AND THE PRIVATE SECTOR. I AM

CONVINCED OF THE POWER TO CREATE SOLUTIONS THAT EXISTS IN BRINGING LOCAL DECISIONMAKERS TO THE SAME TABLE.

FOURTH - WE NEED TO FOCUS ON THE DEVELOPMENT OF THE CHILD AS A WHOLE PERSON WHO LIVES WITHIN A FAMILY AND A COMMUNITY.

COUNTY GENERAL GOVERNMENT REPRESENTATION AT THE STATE LEVEL

FINALLY, MR. CHAIRMAN, THE NATIONAL ASSOCIATION OF COUNTIES HAS CONDUCTED A TELEPHONE POLL OF 50 STATES ACROSS THE COUNTRY TO DETERMINE THE NUMBER OF COUNTY GENERAL GOVERNMENT ELECTED OFFICIALS ON EACH STATE ADVISORY GROUP BOARD ON JUVENILE JUSTICE. OUT OF THE 50 STATES, 40 BOARDS HAVE NO COUNTY BOARD OR ELECTED COUNTY EXECUTIVE REPRESENTATIVE. TEN STATES HAVE ONE COUNTY ELECTED GENERAL GOVERNMENT OFFICIAL ON THEIR BOARD.

WHILE THE RESULTS OF THIS POLL WERE DISAPPOINTING, WE ARE NOT SUGGESTING THAT PARTICIPATION OF COUNTY GENERAL GOVERNMENT ELECTED OFFICIALS BE MANDATED BY THIS LEGISLATION. WE WOULD PREFER TO WORK COOPERATIVELY WITH THE NATIONAL COALITION OF STATE JUVENILE JUSTICE ADVISORY GROUPS IN STRENGTHENING COUNTY BOARD REPRESENTATION. THE CHAIR AND EXECUTIVE DIRECTOR HAVE ASSURED US OF THEIR DESIRE TO ENHANCE COUNTY REPRESENTATION. WE BELIEVE THAT THIS IS A CONCERN THAT WE CAN RESOLVE COOPERATIVELY.

ELECTED COUNTY REPRESENTATION ON SAGs - GENERAL PURPOSE COUNTY GOVERNMENT

STATE	# Co. Comm./Exec'a/Bd. Members*	COMMENTS
Alabama	0	
Alaska	0	3/
Arizona	0	
Arkansas	1	
California	0	
Colorado	0	
Connecticut	0	1/
Delaware	1	
Florida	0	
Georgia	0	
Hawaii	0	
Idaho	0	
Illinois	0	
Indiana	0	
Iowa	0	
Kansas	0	
Kentucky	0	
Louisiana	0	
Maine	0	
Maryland	0	
Massachusetts	0	
Michigan	0	
Minnesota	0	
Mississippi	0	
Missouri	0	
Montana	0	
Nebraska	1	
Nevada	1	
New Hampshire	1	
New Jersey	0	

New Mexico	0	
New York	0	
North Carolina	0	
North Dakota	1	
Ohio	0	
Oklahoma	1	
Oregon	0	
Pennsylvania	0	
Rhode Island	0	1/
South Carolina	0	
South Dakota	1	
Tennessee	0	
Texas	0	
Utah	0	
Vermont	0	2/
Virginia	0	
Washington	1	
W. Virginia	0	
Wisconsin	1	
Wyoming	0	

FOOTNOTES

*/ This indicates county commissioners, board members, supervisors, police jurors (in the case of Louisiana), or freeholders (as in the case of New Jersey). It does not refer to elected county judges, attorneys, probation officers, sheriffs, etc.

1/ Connecticut and Rhode Island do not have active forms of county government.

2/ Vermont county government is manifested within the court system.

3/ In the case of Alaska, the county style of government is manifested in the "borough".

Four Years in the Lives of America's Children

If we do not act immediately to speak for America's children and change the facts that leave too many of them unhealthy, ill-fed, and under-educated, then during the next four years:

1,080,000	American babies will be born at low birthweight, multiplying their risk of death or disability.
143,619	babies will die before their first birthday.
4,400,000	babies will be born to unmarried women.
2,000,000	babies will be born to teen mothers.
15,856	children (19 or younger) will die by firearms.
2,784	children (younger than five) will die by homicide.
9,208	children (19 or younger) will commit suicide.
1,620,000	young people ages 16 to 24 will fail to complete high school.
3,780,000	young people will finish high school but not enroll in college.
599,076	children younger than 18 will be arrested for alcohol-related offenses, 359,600 for drug offenses, and 338,292 for violent crimes.
7,911,532	public school students will be suspended.
3,600,000	infants will be born into poverty.

Investment Choices

Preventive investments in children's programs have been proven to work *and* to save public dollars. We can choose to spend:

$1	on childhood immunizations	or $10	in later medical costs.
$1	on comprehensive maternity care for pregnant women through Medicaid	or $3.38	in later health costs.
$1	for quality preschool education, such as Head Start	or $4.75	for later special education, crime, welfare, and other costs.
$1	on food and nutrition counseling for pregnant women in the Special Supplemental Food Program for Women, Infants, and Children (WIC)	or $3.13	in Medicaid costs due to low-birthweight babies.
$765	per month for homelessness prevention and support services in one model program	or $3,000	to shelter a homeless family in a hotel.
$4,500	per family for family preservation services that help keep families together	or $10,000	for one year of foster family care for one child.

Excerpt from: An Opinion Makers Guide to Children in Election Year 1992; Leave no Child Behind
A Childrens Defense Fund Publication

Senator KOHL. Thank you very much, Ms. Martinez.
Ms. McCoy?

STATEMENT OF GLADYS McCOY

Ms. MCCOY. Thank you, Senator. I am pleased, and I appreciate the opportunity to testify on the subject of juvenile justice: a new focus on prevention. It is encouraging to me that your subcommittee is moving in the direction of making an investment in programs that prevent youth from entering the juvenile justice system in the first place. During the 1991 legislative session, the State of Oregon established a human investment policy that requires the development of human service programs that produce specific social outcomes including targeted reduction in child abuse and juvenile crime.

In that same year, the Board of County Commissioners adopted a resolution that meets specific policy goals that prioritizes prevention and assures that children are born into and grow up in nurturing, healthy, safe environments. Our immediate objectives were to establish programs to strengthen children and families, require coordination among government agencies to improve and expand service delivery, and empower communities to actively participate in the systems and decisions that affect their lives.

In Multnomah County we have developed three programs that I would like to share with you today that produce measurable outcomes and are superb examples of the efficacy and value of making investments at the front end of the human services continuum. First is the Columbia Villa Project. This is a housing project, and it is Oregon's largest project serving 1,600 low-income residents. In 1988, following recognition of an unusually high rate of gang activity, the first drive-by shooting death in the State, alcohol and drug abuse, and general community deterioration, I initiated an effort to bring together law enforcement agencies, human service providers and education programs to plan a program to dramatically improve the quality of life in that community. The stated objectives of this project were to increase citizen involvement, create interdisciplinary teams of agencies serving the community, enhance law enforcement capabilities, and improve access to services.

It has been astonishing and gratifying to see what can be accomplished when government and its partners pool their collective resources. Through expansion and coordination of activities between law enforcement and human service agencies, we were able to return this community to its rightful residence. And after 3 years of operating this model, the crime rate in this community has dropped, residents perceive their community to be safe and highly livable, and citizen involvement has increased dramatically. Specific examples of front-end investments that have been part of this program include health care expansion, teen mom programs, homework assistance, parenting education and family recreation.

The second project is the Youth Gang Demonstration Project. In 1989, following a dramatic increase in the number of drive-by shootings and youth gang involvement, a coalition of neighborhood organizations developed an inner-city rescue plan that recommended creation of a continuum of services and sanctions for gang-in-

volved and gang-affected youth. Multnomah County developed a Youth Gang Demonstration Project that proposed a comprehensive package of services for gang-involved males and females, and this project included expanded use of alternatives to incarceration, employment training, alternative education, skill development and culturally specific programming. The program objectives were clear: maintain a high standard of community protection and public safety and reduce the number of youth committed to State juvenile institutions. Again, the results have been dramatic.

The third program is school-based health centers. Since 1986, Multnomah County has established seven school-based teen clinics. These programs provide primary care services, immunizations, treatment for minor illnesses and injuries, sports physicals and reproductive health services, and we serve some 4,000 students each year. When these centers were established, they were charged with two important objectives. One, provide health care to the medically underserved population and, two, reduce teen pregnancy. After 6 years of operation, it is clear this program is achieving its objectives. Of the students served by this program, nearly 50 percent do not receive health care from any other source. And while the jury is still evaluating the question of reducing teen birth rate, there is strong preliminary evidence of a significantly reduced pregnancy rate among teen clinic users when compared to the relatively high birth rates of Multnomah County and the State of Oregon.

These are three examples of very well designed but extremely underfunded front-end investments in services for children and families. Multnomah County spends approximately $50 million a year of the $150 million general fund budget on this population. Please understand that even in a community that is more committed than most to human services, where the commitment to children and families is rock solid, there are still gaping holes in the system. In general, most of our programs serve no more than 50 percent of those in need. There are certain programs such as transitional housing for youth, alcohol and drug treatment for women with children, and emergency shelter for mothers which require funding and for which funding is practically nonexistent.

The long range solutions to these problems are not simple. A massive overhaul of Federal budget priorities is a good place to start. An openminded examination of potential revenue sources to improve front-end investment opportunities would be helpful. I would strongly urge you based on our experiences in the county and in the State to take the necessary steps. Thank you for this opportunity, and I have some graphic designs of those programs that I think might be useful that I would like to enter into the record.

Thank you.

Senator KOHL. Thank you very much, Ms. McCoy. We will do that.

[The prepared statement of Ms. McCoy follows:]

TESTIMONY OF MULTNOMAH COUNTY CHAIR GLADYS McCOY
TO THE
SENATE SUBCOMMITTEE ON JUVENILE JUSTICE
Wednesday, April 29, 1992

Mr. Chair, members of the Subcommittee, thank you for the opportunity to testify on the subject, Juvenile Justice: A New Focus on Prevention. It is encouraging to me that this Subcommittee, under the leadership of Senator Kohl, is moving in the direction of making an investment in programs that prevent youth from entering the juvenile justice system.

During the 1990 legislative session, the State of Oregon established a human investment policy that requires the development of human service programs that produce specific social outcomes; a 20% reduction in the teen pregnancy rate by the year 2000, a 50% reduction in the number of homeless children and families, improved health care access, expanded day care availability, targeted reductions in child abuse and juvenile crime.

In Multnomah County we have a Board of County Commissioners that is of one mind on the question of prioritizing funding for prevention and early intervention. And more importantly, the Board recognizes the need for a balance between investment at the front of the continuum, and the more costly funding demands of the juvenile and adult criminal justice systems.

In 1991, the Multnomah County Board of Commissioners adopted a resolution that meets specific policy goals that prioritizes prevention and "assures that children are born into and grow up in nurturing, healthy, safe environments." Our immediate objectives were to establish programs to strengthen children and families, require coordination among government agencies to improve and expand service delivery, and empower communities to actively participate in the systems and decisions that affect their lives. Multnomah County has developed three programs that are producing measurable outcomes and are superb examples of the efficacy and value of making investments at the front end of the human services continuum.

I. <u>The Columbia Villa Project</u>

The Columbia Villa/Tamarack Housing Project is Oregon's largest housing project, serving 1600 low income residents. In 1988, following recognition of an unusually high rate of gang activity, the first drive by shooting death in the State, alcohol and drug abuse, and general community deterioration, I initiated an effort to bring together law enforcement agencies, human service providers, and education programs to develop a plan for dramatically improving the quality of life in their community. The stated objectives of this project were to increase citizen involvement, create interdisciplinary teams of agencies serving the community, enhance law enforcement capabilities, and improve access to programs. It has been astonishing and gratifying to see what can be accomplished when government and its partners pool their collective resources. Through expansion and coordination of activities between law enforcement and human service agencies, we were able to return this community to its rightful residents. After three years of operating this model, the crime rate in this community has dropped, residents perceive

their community to be safe and highly livable, and citizen involvement has increased dramatically. Specific examples of front-end investments that have been part of the program include health services expansion, a teen moms program, homework assistance, parenting education and family recreation.

II. The Youth Gang Demonstration Project

In 1989, following a dramatic increase in the number of drive-by shootings and youth gang involvement, a coalition of neighborhood organizations developed an inner city rescue plan that recommended creation of a continuum of services and sanctions for gang involved and gang affected youth. Multnomah County developed a Youth Gang Demonstration Project that proposed a comprehensive package of services for gang involved males and females. The project included expanded use of alternatives to incarceration, employment training, alternative education, skill development and culturally specific programming. The programs objectives were clear; maintain a high standard of community protection and public safety and reduce the number of youth committed to state juvenile institutions. Again, the results have been dramatic. In less than 6 months, the Multnomah County committment rate to state juvenile facilities dropped by almost 30% and has remained at that level for the past year. The initial success of this program, which is jointly funded by state and county dollars, generated a $500,000 grant from the Bureau of Justice Assistance last fall to expand services to gang involved females and families.

III. School Based Health Centers

Since 1986, Multnomah County has established seven School Based Teen Health Centers. These programs provide primary care services, including; immunizations, treatment for minor illnesses and injuries, sports physicals, and reproductive health services to 4,223 students each year.When these centers were established they were charged with two important objectives: 1) Provide health care to a medically underserved population, and 2) Reduce teen pregnancy. After six years of operation, it is clear that this program is achieving its objectives. Of the students served by this program, nearly 50% do not receive health care from any other source. While the evaluation jury is still out on the question of reducing the teen birth rate, there is strong preliminary evidence of a significantly reduced pregnancy rate among teen clinic users when compared to the relatively high teen birth rates of Multnomah County and the State of Oregon.

These are three examples of very well designed but extremely underfunded front end investments in services for children and families. Multnomah County spends approximately $50 million a year of a $150 million general fund budget on that population. Please understand, that even in a community that is more committed than most to human services, where the commitment to children and families is rock solid, there are still gaping holes in the system. In general, most of our programs serve no more that 50% of those in need. There are certain programs such as transitional housing for youth, alcohol and drug treatment for women with children, and emergency shelter for teen mothers, for which funding is nearly nonexistent.

The long range solutions to these problems are not simple. A massive overhaul of federal budget priorities is

probably a good place to start. An open minded examination of potential revenue sources to improve front end investment opportunities would be helpful. Establishment of a national policy that creates incentives for community involvement in the development and implementation of solutions to social ills would be a move in the right direction.

In the short term, this Subcommittee has an opportunity to make a sound investment in programs that are guaranteed to generate a high rate of return. There are program models out there that work, that produce measurable outcomes, that in the long run, can save millions of dollars and stabalize families. The foundation of many of these programs is their emphasis on family support and community empowerment. Furthermore, this committee has an opportunity to establish a front end investment policy for the juvenile justice system, recognize the need to focus on the strengthening of families, replicate proven prevention models and stimulate the development of new human investment strategies. Most importantly, you have the opportunity to take a real step in ensuring the survival, and I use that term very literally, of the next generation. Based on our experiences in Multnomah County and the State of Oregon, I urge you to take those steps.

Senator KOHL. Mr. English, we are happy to have you with us today.

STATEMENT OF THOMAS R. ENGLISH

Mr. ENGLISH. Thank you, Senator Kohl. It is a pleasure to be here. As you indicated in your introduction, I am the executive director of the Oregon Council on Crime and Delinquency, and it is a pleasure to be here talking about the youth of my work because far too much of my time is spent in the crime part, the adult part. In Oregon, we have 37,000 people under supervision in our adult system today. That is larger than many of our communities in Oregon. We just recently doubled our prison capacity at a tremendous cost, and at the same time we have of those 37,000 almost 30,000 in our communities under inadequate supervision on probation and parole. And so it is a pleasure that I be able to talk about the juvenile justice system in Oregon which has a little bit different record.

We have been able to be quite successful in Oregon. In 1983, Oregon came into full compliance with both the deinstitutionalization of its status offenders, also known as DSO, and jail removal. And we were able to do that because we created a unique partnership between State and local governments. I am pleased to be here in support of reauthorization of the Juvenile Justice and Delinquency Prevention Act because I know it works. I am here to be in support of the prevention aspect of an up-front investment strategy because that works as well.

Children who should find escape in books and on Oregon's forest trails and beaches are too often finding escape in drugs. And if we choose to save the expense of helping them now, are we avoiding any real costs? No. Pay now or pay later for the consequences of crime or mental disorders. We are in a war for the hearts and minds of our kids. It is a war that we can win with weapons,

cannot win with weapons of selfish and misguided rhetoric about the limits of government. Our victory will be determined by how well we invest as well as by how much we invest.

With these words, former Oregon Governor Neil Goldschmidt announced his Children's Agenda to a really stunned audience who was there to hear the usual litany of accomplishments of the past and the wish list for the future customary of gubernatorial State of the State Addresses. In the months following that 1988 address, Oregon's unique county-based juvenile services system was expanded and enhanced enriching partnerships between State and local governments and the private sector to develop local action plans aimed directly at the root causes of crime and delinquency.

The result was the expansion of Oregon's community-based juvenile services system to include early childhood education, alternative education, school dropout prevention, and job training as well as the innovative programs and services already developed in Oregon's communities for youth at risk of delinquency.

It is now possible for each Oregon community to build a continuum of services and interventions from the least restrictive to the most restrictive that meets its unique needs taking into consideration its population, geography and resource base. Moreover, we now recognize that bigger is not better, and that State governments are inherently limited in their capacities to be flexible enough to meet the varied needs of individual children living in unique family settings in a wide variety of communities.

The Oregon Act recognized the wisdom of the Federal JJDPA by placing resources and decisionmaking as close to children and families as possible, in their communities, in the family, in the school, in the peer group, and in the neighborhoods. This record of accomplishment is astounding, especially considered that only 12 years ago, while other States were reducing their training school commitments, Oregon was experiencing the second highest commitment rate in the Nation, second only to Texas, and Oregon officials were proposing to our legislature that we build yet a third State training school.

Frustrated by the lack of coordination and communication with and among juvenile courts and departments and other State and local agencies, as well as a growing commitments to our training schools, the Oregon legislature in 1979 adopted a bold new experiment: the Community Juvenile Services Act. And they funded this with only $6 million. Based squarely on the principles and the strategies of the Federal Juvenile Justice Delinquency Prevention Act of 1974, the Oregon Community Juvenile Services Act gave our communities the opportunity to address their own local juvenile problems planfully and comprehensively.

The Oregon Act incorporated key JJDPA concepts of local empowerment, local planning and the development of local leadership and provision of technical assistance and training. These key concepts together with the following goals and objectives, which parallel the Federal act, have been largely responsible for Oregon's success. The act's major goals are articulated in the preamble. It is declared to be the legislative policy of the State of Oregon to aid the establishment of local juvenile programs and finance such pro-

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grams on a continuing basis with appropriations from the general fund.

Again, we began with a mere $6 million. The intended purpose of the act is to develop statewide standards for juvenile services through the creation of a Juvenile Services Commission, create the provisions of appropriate preventative, diversionary and dispositional alternatives for children, encourage coordination of the elements of the juvenile services system, and provide an opportunity for the local involvement in developing improved services for juveniles so that the following objectives can be met:

The family shall be preserved; intervention shall be limited to those actions which are necessary and utilize the least restrictive and most effective and appropriate resources; the family shall be encouraged to participate actively in whatever treatment is afforded the child; treatment in the community rather than commitment to the State training school shall be provided whenever possible; and communities shall be encouraged to assist in the development of alternatives to secure temporary custody of children not eligible for secure custody.

Participation in the Community General Services Act is voluntary. In Oregon counties, however, we are very quick to endorse the concept of local control and planning and entered the program with some enthusiasm. Today all 36 Oregon counties participate in the program, and the county commissioners rate it as a highly successful, in fact, one of the most successful State-local partnerships that they are invested in. We did not just send mandates to local government without any money. We sent opportunities to make decisions and we sent the money along with it.

Here is the way the act works. The county commissioners and the juvenile court judge in a county wishing to participate in the act appoint a local juvenile services commission consisting of a chairperson and between 11 and 21 members. It has been essential to the success of the act, in my opinion, that the chairperson and the majority of the members be lay persons, who do not earn their living from agencies providing direct services to children. The participation of lay persons has not only insulated local commissions from conflicts of interests and personalities, but has built in those communities a strong, very credible and highly organized group of advocates for a population that had no advocates before except service providers and sometimes their parents.

The local commission then draws up a comprehensive juvenile services plan for the county which includes an inventory of available services, an assessment of current needs, and explanation of the way programs recommended for funding will meet the particular needs of that community. After approval by the State commission, the county receives the funds based on its proportionate share of persons under the age of 18. Each county receives at least $25,000 with Oregon's most populous county, Mrs. McCoy's county, with almost 19 percent of the juvenile population, receiving about $1.7 million per biennium.

The money is important, but make no mistake, money alone will not solve the problem. For years, Oregon like other States has spent millions of dollars on services to youth and families only to see things get worse. Returning resources and the critical decision-

making to the community level has returned responsibility for children where it has been most effective. The Community General Services Act has provided a model of cooperation, coordination, communication and accountability essential to effective juvenile services system.

The positive stimulus of the Juvenile Services Act of 1974 is evident in the following accomplishments of the act: establishment and operation of a statewide system to monitor and evaluate effectiveness of programs funded under the Oregon Community Juvenile Services Act and the Federal JJDPA; establishment of a uniform system of reporting and collecting statistical data from public and private agencies; coordination of the elements of the juvenile justice system and other youth service agencies; a regular way to make recommendations of administrative and legislative actions which will improve the juvenile justice system and ensure widespread citizen involvement in all phases of the commission work.

And finally, the act was able to reduce new commitments to our State training schools to the point that we are able to actually close two cottages and take the money from the closure of those cottages and return it to Oregon's counties to deal with even more kids up-front and to begin to make an investment in prevention. The result was passage of legislation which modified Oregon's detention law, required counties participating in the Community Juvenile Services Act to work toward developing these alternative services, and added funds to the county grants program to accomplish the goal.

Subsequently, the State Juvenile Services Commission asked local commissions to undertake a special planning process to determine priority needs for nondetainable youth in their communities including descriptions of programs to be funded and the needs. Typical programs funded under this legislation include staff secure shelter care, girls shelter care, 24 hour crisis intervention for high risk youth, monitored home detention, specialized foster care, runaway projects, and services to Portland's street youth. Although we recognize the amount of State funding is not sufficient for the full development of these alternative programs, these State funds were utilized by local commissions to leverage other dollars from both public and private sources to create programs to meet the needs that otherwise would not be met.

The last time I looked, Mr. Chairman, these dollars were leveraging 17 other dollars for each dollar funded under the act. The commission—I just got a note saying that I have used my 5 minutes, Senator, so I will just quit here and just say that we urge you to support the Juvenile Justice and Delinquency Prevention Act reauthorization, and that we know that the investment in prevention at the up-front will pay dividends.

Thank you very much.

[The prepared statement of Mr. English follows:]

STATEMENT OF

THOMAS R. ENGLISH, EXECUTIVE DIRECTOR

THE OREGON COUNCIL ON CRIME AND DELINQUENCY
PORTLAND, OREGON

ON BEHALF OF

THE NATIONAL ASSOCIATION OF COUNTIES

BEFORE

THE UNITED STATES SENATE
SUBCOMMITTEE ON JUVENILE JUSTICE

ON

THE REAUTHORIZATION OF THE JUVENILE
JUSTICE AND DELINQUENCY PREVENTION ACT

APRIL 29, 1992

WASHINGTON, D.C.

Mr. Chairman and members of the subcommittee, I am Tom English, Executive Director of the Oregon Council on Crime and Delinquency of Portland, Oregon. I am a past Chairman of the Oregon State Advisory Group, which is the generic name for the state-level authority responsible for developing the state plans under the Juvenile Justice and Delinquency Prevention Act (JJDPA). In Oregon the this group is called the Juvenile Justice Advisory Committee (JJAC). I am also one of the authors of Oregon's Community Juvenile Services Act and serve as a national consultant on community-based services for at risk youth. Additionally, I am serving as National President of the American Restitution Association, an organization which has for several years promoted the spread and development of formal restitution programs committed to the practice of accountability for both juvenile and adult offenders.

I am pleased to be here in support of NACo's advocacy for reauthorization of the Juvenile Justice and Delinquency Prevention Act and more specifically I support NACo's proposed "Front-End Investment Title".

"Children who should find escape in books and on forest trails and beaches are too often finding escape in drugs. And if we choose to save the expense of helping them now, are we avoiding real costs? No. Pay now or pay later for the consequences of crime or mental disorders....We are in a war for the hearts and minds of our kids. It is not a war we can win with the weapons of selfish and misguided rhetoric about the limits of government. Our victory will be determined by how well we invest as much as by the amount we invest."

With these words, Governor Neil Goldschmidt announced his Children's Agenda to a stunned crowd gathered to hear the usual litany of accomplishments from the past followed by a wish list for the future customary to gubernatorial State of the State Addresses. In the months following that January, 1988 address, Oregon's unique community-based juvenile services system was expanded and enhanced enriching partnerships between state and local governments and the private sector to develop local action plans aimed directly at the root causes of crime and delinquency. The result was the expansion of Oregon's community-based juvenile services system to include early childhood education, alternative education, school drop out prevention, and job training, as well as the innovative programs and services already developed in Oregon's communities for youth at risk of delinquency. It is now possible for each community to build a continuum of services and interventions from the least restrictive to the most restrictive that meets its unique needs taking into consideration its population, geography, and resource base. Moreover, we now recognize that bigger is not better and that governments are inherently limited in their capacities to be flexible enough to meet the varied needs of individual children, living in unique family settings in a wide variety of communities. The Oregon Act recognized the wisdom of the federal JJDPA by placing resources and decision-making as close to children and families as possible..in their communities..in the family, in the school, in the peer group and in the neighborhoods.

This record of accomplishment is astounding, especially considering that only ten years ago, while other states were reducing their training school populations, Oregon was experiencing the

second highest percentage (64%) increase in the nation and Oregon corrections officials were Frustrated by the lack of effective coordination and communication with and among the juvenile courts and departments and other state and local agencies, as well as the growing commitments to the state training schools, the Oregon Legislature in 1979 adopted a bold experiment, the Community Juvenile Services Act. Based squarely on the principles and strategies of the federal Juvenile Justice Delinquency Act of 1974, the Oregon Community Juvenile Services Act gave our communities the opportunity to address their own local juvenile problems planfully and comprehensively. The Oregon Act incorporated the key JJDPA concepts of local empowerment, local planning, development of indigenous leadership, and provision of technical assistance and training. These key concepts together with the following goals and objectives, which also parallel the federal act have been largely responsible for the Oregon experiment's success. The Act's major goals are articulated in its preamble:

"It is declared to be the legislative policy of the State of Oregon to aid in the establishment of local juvenile services programs and finance such programs on a continuing basis with appropriations from the General Fund. The intended purpose of this act is to develop state-wide standards for juvenile services through the creation of a Juvenile Services Commission; assist in the provision of appropriate preventive, diversionary and dispositional alternatives for children; encourage coordination of the elements of the juvenile services system; and provide an opportunity for local involvement in developing improved local services for juveniles so that the following objectives may be obtained:

1. The family unit shall be preserved;
2. Intervention shall be limited to those actions which are necessary and utilize the least restrictive and most effective and appropriate resources;
3. The family shall be encouraged to participate actively in whatever treatment is afforded a child;
4. Treatment in the community, rather than commitment to a state juvenile training school, shall be provided whenever possible; and
5. Communities shall be encouraged and assisted in the development of alternatives to

secure temporary custody for children not eligible for secure detention." (Report of the Governor's Task Force on Juvenile Corrections Vol.1, 1978)

Participation in the Community Juvenile Services Act is voluntary, Counties, however, were quick to endorse the concept of local control and planning and entered the program. Today all thirty-six (36) of Oregon's counties participate in the program and rate it highly successful. Here is the way the act works. The county commissioners and the juvenile court judge in a county wishing to participate in the Act appoint a local juvenile services commission consisting of a chair person and 11 to 21 members. It has been essential to the success of the Act that the chairperson and a majority of the members be laypersons who do not earn their living with agencies providing direct services to children. The participation of lay persons has not only insulated local commissions from conflicts of interest and personalities but has built in these communities a strong, very credible and highly organized group of advocates for a population who had been previously represented only by services providers or parents.

The local commission draws up a comprehensive juvenile services plan for the county which includes a inventory of available services, an assessment of current needs, and an explanation of the ways in which programs recommended for funding will meet the particular needs of the community. After approval of the plan by the state Commission, the county receives the funds based on its proportionate share of the persons under age 18. Each County receives at least $25,000 per year with Oregon's most populous county with 18.89% of the juvenile population receiving $1,771,843 in the 1987-89 biennium. The money is important, but make no mistake, money alone is not enough. For years Oregon had been spending millions of dollars on services to youth and families only to see things get worse. Returning resources and decision making to Oregon communities has returned responsibility for children where it can be most effective. The Community Juvenile Services Act has provided the model for cooperation, coordination, communication, and accountability essential to an effective juvenile services system. The positive stimulus of the Juvenile Justice and Delinquency Act of 1974 is evident in the following major accomplishments of the Oregon Act:

1. Establishment and operation of a statewide system to monitor and evaluate the

effectiveness of programs funded under the Oregon Community Juvenile Services Act and the federal Juvenile Justice Advisory Committee (JJAC).

2. Establishment of a uniform system of reporting and collecting statistical data from public and private agencies.

3. Coordination of the elements of the juvenile justice system and other youth-serving agencies.

4. Recommendation of administrative and legislative actions which will improve the juvenile justice system and insure widespread citizen involvement in all phases of the Commission's work.

The result was the passage of legislation which modified Oregon's detention law, required counties participating in the Community Juvenile Services Act to work toward developing these alternative services and added funds to the County Grants Program to accomplish this goal. Subsequently, the State Juvenile Services Commission asked local commissions to undertake a special planning process to determine priority service needs for nondetainable youth in their communities, including descriptions of programs to be funded to meet these needs.

Typical programs and services funded under this legislation include staff-secure shelter care, girls shelter care, 24-hour crisis services for high risk youth, monitored home detention, specialized foster care, runaway projects, and services for Portland's street youth. Although it was recognized that the amount of state funding was not sufficient for the full development of these alternative programs, these state funds were utilized by local commissions to "leverage" other dollars from both public and private sources to create programs to meet needs that otherwise would not have been met.

In 1985 the Commission's Juvenile Justice Advisory Committee provided significant funding and staff participation in a joint effort with the Oregon Council on Crime and Delinquency, Children's Services Division and others, to convene Oregon's first Conference on Children, Youth and Families. The purpose of the conference was to develop a blueprint for the development of Oregon's youth in the 1990's and to place the needs of Oregon's youth and their families on the public agenda. (The Report of this conference was featured in the July-August 1989 issue of NIJ Reports and is available from OCCD for a nominal cost.) This highly

successful conference was a major factor in convincing the new governor to take the risk to make Oregon's children a major part of his agenda.

In 1988, *the Governor called* for an Oregon "Children's Agenda" to invest in the State's future by saving its youth. The legislature responded by enacting sweeping measures that augmented existing programs and expanded the role of the state juvenile services commission to include prevention and early intervention to the State's children and families. Additionally, the Governor increased state contributions to a variety of child and family services by more than $60 million.

In 1992 you have the opportunity to take the nation where the Juvenile Justice and Delinquency Act of 1974 took Oregon...and that is to a truly comprehensive approach to the prevention and control of crime and delinquency. In considering reauthorization of JJDPA, I hope you will take pride it the federal government's foresight in developing one of the nation's most successful government -to-government, government-to-people programs in recent history. You did something not only right, but it has been done well. And I hope you will take this opportunity to make the act proactive, by incorporating provisions which recognize and utilize what current research is telling us. In the final analysis the prevention and crime and delinquency is a community issue. We know what works and I believe that NACo's "Front-End Investment" proposal will empower families and communities to dramatically reduce crime.

Senator KOHL. Thank you. Thank you, Mr. English.

Well, thank you very much. I would like to start out by asking this question. Folks, we know precisely who the kids are who are likely to enter the juvenile justice system. And we know many of the underlying causes of delinquency, things like chaotic families and communities, chronic poverty, alcohol and drug abuse, learning disabilities, and school failure, and also, of course, child abuse and neglect. With so many entrenched problems like these in our society, how can we expect a new relatively modest $30 million program on prevention to make much of a difference in preventing youth crime and violence?

Ms. MCCOY. Senator, it is not so much the money as the principle involved. I think having it come from the Federal level that prevention is important is more important than the money. And besides that, the Federal money will be used to leverage other dollars, which we have seen to have occurred certainly in our State. So it is important for the Federal Government to say prevention is

important, and it is so important that we want to put a whole section in the bill.

Ms. MARTINEZ. Senator, if I might, I would just add that for many years people who have been more or less classified as bleeding-heart social fixers have pled the needs of children and families in this society. It is a very much more recent development that our society is beginning to make the connection between investing in the growth and development of young people and the prevention of later crime. And I think we have to stop thinking of investment in children as a giveaway program and begin to recognize it as the real investment process that it is, and I think having juvenile justice and the criminal justice system begin to speak to this issue will go a long way toward supporting that goal.

Mr. COLLINS. I tend to look at a number of programs as, in fact, being prevention programs. I think that Headstart is a prevention program. I think that health services, which are provided both by the Federal Government and the State government, are prevention programs. Part of our problem is that we tend to place dollars in these separate structures and tend to look at Headstart as a separate pile that is not related to the juvenile justice system. I think by putting some modest amount of money into the system and encouraging, actively encouraging communities such is occurring modestly in Kenosha and occurring in Oregon to pull together all of those services and focus them on those kids, I think we can be successful if that is what we want to do. But it is going to require some structural adjustment if we are going to be successful.

Senator KOHL. All right. Mr. English.

Mr. ENGLISH. Mr. Chairman, the nice thing about prevention is prevention is not expensive when we look at it as it exists. You have almost all of the elements there. You have the school. You have the early childhood education. You have the social services. It is a matter of refocusing and reprioritizing those communities as much as we have done in Portland, Oregon with very small expense. And then when you take a look at the multiplier expense, if you can get $17 to every one of those 30, as we have in Oregon, I think that is a major contribution. And I think that money will go a long way, and I believe that it can be done.

Senator KOHL. Thank you. Well, folks, we also know that few of the risk factors for delinquency operate independently. We know that we need a comprehensive, coordinated approach to address all of these factors. I would like to ask you what some of the barriers are to getting schools, health and recreation departments, youth clubs and churches to work together on the local level to prevent delinquency? John?

Mr. COLLINS. Barriers are tradition, and I think that some of these barriers can be knocked down by local leadership. I feel real good about what we have been able to do. I think that encouraging through adjusting funding structure in the Federal Government can provide some incentives to doing these sorts of things. We have—an example I will give you of State dollars that were put into Kenosha County very recently for gang prevention. We have got active gang prevention programs which are already operating. Separate pile of money was placed requiring an exhaustive RFP

process. We had six or seven agencies almost in fistfights over who was going to get the money.

I feel that the existing programs that are operated jointly in some cases by schools and social services communities, the money should have been placed there and if there was a need to purchase services from the private sector, it could have been done that way. But there is a great tendency in Federal programs, in a whole variety of Federal programs, to encourage competition between schools, private sector, and social services agencies. And everybody seems to take the money and run. That is the greatest impediment we have. It is the structure that exists and we feed it as governmental folks. We tend to feed those structures as they exist now rather than using those dollars to encourage cooperation.

Mr. ENGLISH. Mr. Chairman, I think there are two things that are working very positively to cut down those barriers. One in Oregon that we have looked at, moving the resources, the dollars and decisionmaking as close to the client as possible, as close to the children and families as possible, because that is where we have the flexibility to provide the services, and that is where it has worked so well. Rather than having it be assigned to the State agency or group that has the statutory mandate, we looked at where the services are delivered and tried to get as close as possible.

The other interesting thing is what the research tells us about prevention. When we look at the research, particularly that of Hawkins and Klinow, they tell us very clearly that the risk factors for delinquency, for dropout, for runaway, for alcohol and drug abuse, for sex abuse, we are dealing with all the same children in the prevention area. So the traditional competition, whether this is a delinquent kid or a runaway kid or a mental health kid, are not there when at the prevention level we are dealing with the same children and the same family. And that has been a major effort in getting people to work together.

Senator KOHL. All right. John Collins, in your testimony, you mentioned the importance of incorporating county and community agencies within school settings as a means of removing roadblocks to collaboration and of preventing juvenile crimes. Tell us about some of the resistance that you have met in getting schools to agree to house these programs.

Mr. COLLINS. We have encountered less resistance than one might think. A good deal of it is simply walking over there around that fence and talking to the school people because I think the schools are in a state of crisis all across the country. They are realizing that in a number of communities where they have schools, things are out of control. What we did is met on a neutral turf with the school officials, with people from the community, and really listened to what the folks in the community had to say and what their concerns were. We are able to have placed in the school setting an individual who works with the community, who works with our Christian youth council which is a supportive organization that provides recreational activities, and with our drug people, with our gang prevention people, and the individual who serves as the coordinator for all of that physically is located within the

school setting as a part of the neighborhood and not somebody who is down the street in the social service agency.

I think a good deal of it is approaching on a rational basis the school districts. I do not think the school districts are as resistive as we perceive them to be, and I think if the matter is put before them properly, they will be cooperative because they are dealing with the same problems that we are. The teachers, the principals and the school psychologist and school administration are dealing with the same problems, and they are in dire stress, and any project which can be helpful in removing some of that stress, they will be supportive of, I believe.

Ms. McCoy. Senator, I want to share with you a comment about a conference that was held in 1991. It was called the Wing Spread Conference, in which they were dealing with just that issue. We have always done it our way in the past, and not out of any maliciousness, except that we simply never thought that we could do a better job by working together. And yet here we have a conference cosponsored by the National Association of Counties, the International City Management Association, American Association of School Administrators, the National Association of Towns and Townships, National League of Cities, National School Boards, and U.S. Conference of Mayors, all saying children are our Nation's most valuable resource and represent the Nation's future. It is essential that each child have the support needed to become a productive citizen in the world of the 21st century.

Also, it is essential to the delivery of services for those most at risk. And the participating associations are confident that interagency collaboration will benefit children and will build a strong prosperous nation so at least those national associations have come to the realization that by pooling our resources we will do a better job, a much more effective job, and we will indeed reach those youngsters most at risk.

Senator Kohl. Is the problem of juvenile chaos in your communities being alleviated? Or, is it maintaining itself and/or getting worse?

Mr. English. Mr. Chairman, in Portland, OR, where we have a serious gang problem that we have fought and worked hard with, we have discovered that while juvenile crime is staying about the same, the seriousness and the violence associated with those offenses, and particularly the rising shock of young female offenders, is getting worse in terms of public perception so that while we are staying about steady with the amount of juvenile crime—we are actually seeing some decline in some categories—the violence of those offenses is shocking to us.

Ms. Martinez. I would echo what Mr. English is saying, too. The experience in my community is not that the frequency of offense has increased, but the two items that are of great concern in my community are, again, the increased violence connected with those crimes, the increased seriousness of those crimes, but also the decrease in the age at which that very serious offender is beginning to show up. As you pointed out in your introductory remarks, many of these young children by the time they are 10 and 12 years old are already beginning to show very violent tendencies.

Mr. COLLINS. What we are seeing is not an increase in the volume of problems. We are seeing younger kids involved. We are seeing the crimes being committed that are much more violent, more meaner than the crimes that were done 20 and 25 years ago, and we are seeing more girls coming into the system than we had before. So if you put all that together, the number is not increasing dramatically, but the ferociousness, the viciousness of some of the crimes is much worse than before, and we are seeing more younger people and more girls in the system than we have seen before.

Senator KOHL. Well, it is a function of the total chaos that does exist in our society. I mean we have talked about the families in crisis and all the other factors that are involved in turning out these young people who are out of control. Until we address all of these problems in our society, we are not going to be able to successfully address this problem all by itself; is that not true? Ms. McCoy?

Ms. MCCOY. Right. We must deal with families. We cannot any longer deal with one person at a time, but family units must be stabilized and they become the role models for their children, the support system for their children.

Mr. ENGLISH. Mr. Chairman.

Senator KOHL. Yes, Mr. English.

Mr. ENGLISH. I am fortunate that my wife Nancy English accompanied me to Washington, DC, today. Nancy teaches in Oregon's poorest school, economically most disadvantaged school, and has for the last 8 years. And they have done a tremendous job. When we looked at the final scores, test scores for that population, that they are doing average or better work, and people were shocked and tried to find out why. And the reason is is this school early on recognized that they could not teach those children if they did not get there in the first place, and if they did not get there and were fed and were dressed properly, and had an environment to learn. So that school staff took it upon themselves to quit saying that that is not our job. They started dealing very concretely with all of the families in that neighborhood, and if they did not have beds, they got beds. If they did not have underwear when they came to school, they got underwear. If they did not have food, they got food.

And as we began to deal with that and using the elementary school catchment area as a service delivery system for all social services, we found that we have been able to be very, very successful. In Mrs. McCoy's county, they are also doing that in a couple of schools. So we know how to do it if we can break down the barriers whether it is in somebody's job description or MOS. And some of our teachers have taken that step. And I would like to just point out that NEA Today has just published an article in which they have recognized that adult corrections in particular is taking a bigger, bigger share of the public dollar. And it is coming right out of education and early intervention services.

Senator KOHL. If you looked ahead in 10 years and had to make a prediction about juvenile problems that we are having in our society, would you guess that 10 years from now we are going to see an alleviation of it, considerable, not very much, or do you think we will be worse off than we are right now, Ms. McCoy? I know this is hard to do because who knows what the future may bring.

What is your best guess if you had to make a judgment based on all the activity you see, the dollars that we are spending or not spending, the state of our country, the state of our concern or lack of concern? As you see all these factors in our society interacting, 10 years from now are we going to have made a lot of progress on this problem, or you think very little? Or you think we are going to regress?

Ms. McCoy. Oh, I am very optimistic. I see much evidence that people have begun to see what needs to be done and are now willing to do what is required to make it happen, and I think the partnerships that we are developing will ensure that it will happen because it is in all of our best interests to make it happen.

Senator Kohl. All right. Ms. Martinez.

Ms. Martinez. I think it depends on what we do at this juncture, and I think we are at a critical point. I think there are a number of communities that are beginning to move in some very valuable directions, but I am not convinced yet that anyone has solved the kinds of problems that we are talking about here today, which is why NACO continues to request that communities at the community level become much more involved, get those people to the same table, talking about the issues that confront us all, bring in the private sector, bring in government, bring in business because I think the critical issue for us, as you point out, is going to be dealing with some of those systemic problems that exist in the community, and I do not think we have accomplished that yet.

Senator Kohl. John, what do you think looking ahead 10 years?

Mr. Collins. We will come to a point in a time at which this will be recognized nationally as a crisis. That will occur when more children do more violent and more harmful things to the other people in the community, and I do not know if we have reached that point yet. I do not know if we will have reached that point in the next 5 or 6 years. When that point occurs, the Nation will respond because it is a crisis. Until then I am afraid that what we will have is these sorts of things like President Bush had a few years ago in calling all 50 Governors in to talk about education and then everybody going home and nothing really occurring to improve the situation.

When there is recognized nationally that there is a crisis, we will respond as a nation. Until that occurs, we will not so it is a matter of sort of pinpointing when that will happen. I cannot tell you.

Senator Kohl. All right. Mr. English, what do you think?

Mr. English. I would have to temper my optimism with my experience in the adult system, I am afraid. If we are successful, Senator, if you are successful in getting this bill passed, I think we will have made a great step forward. But I am afraid as we move down the next 10 years that the other crises in infrastructure in the country, in the economy, in the adult system, that I am afraid that children again will be lost in the system. Right now we are number one in the world in the number of people we incarcerate. We now beat out the Soviet Union, in what used to be the Soviet Union, and South Africa. I understand that if you are a black male in the District of Columbia, your chances of serving time or being arrested are greater than anywhere else in the world.

I am afraid that it is going to take more of that and more of the costly kinds of incarceration before we finally understand that putting services up front is an investment, and it will pay dividends down the line. I am hoping that your experience with this bill will be like ours in Oregon, that in 12 years we have been able to make a drastic difference. We are able actually to close incarcerative settings and take those dollars and put them in communities. If we can do that, we will have done about the finest thing I think we can do as Americans.

Senator KOHL. All right. Any other comments? Anybody like to say anything before we bring this panel to a close?

Mr. COLLINS. I would like to say thank you and thank you for your commitment to this issue, and I have heard you many times talk about your family when you were growing up and the support which was provided to you, and I know that you are personally dedicated to try to see that those same sorts of supports are available to other kids now, and we appreciate that very deeply.

Senator KOHL. Thanks, John.

Thank you very much, ladies and gentlemen.

Ms. MCCOY. Thank you.

Senator KOHL. Our second panel today includes county, city and State officials. We have with us Kevin Soucie, Michael Greene, Sally Herrick, and Carole Carpenter. Kevin Soucie is from Milwaukee County where he serves as director of intergovernmental relations. Mr. Soucie is a former State representative, and he is also a member of Milwaukee's Child Abuse Prevention Network. And so Mr. Soucie has considerable policy and hands-on expertise in juvenile justice and child welfare matters, and we are happy to have you with us here today, Mr. Soucie.

Michael Greene is juvenile justice administrator for the city of New York. Today he is also representing the city's Departments of Youth Services and Probation. Now we know what a tough job it is to oversee juvenile justice in New York, and so we look forward to hearing Mr. Greene's views.

And Sally Herrick is president of the Association of New York State Youth Bureaus. Every county in New York has a youth bureau. So we look forward to Sally's thoughts on what other States can learn from New York.

We have with us Carole Carpenter this morning. I would like to say that Senator DeConcini would have liked to be here to introduce you, Ms. Carpenter, but he is chairing a hearing in the Subcommittee on Patents. He asked me to welcome you here today and to commend you. You are from, of course, Maricopa County in Arizona. As a member of the county board of supervisors, Carole Carpenter chairs the Justice and Public Safety Committee for the National Association of Counties. She and NACO have been the inspiration for establishing a new title on prevention in the Juvenile Justice Act. So we look forward to hearing your testimony, Ms. Carpenter.

And we would appreciate it, again, folks, if you would keep your remarks to about 5 minutes so we will have a chance to have a dialog.

Mr. Soucie, we will start with you.

PANEL CONSISTING OF KEVIN SOUCIE, INTERGOVERNMENTAL RELATIONS DIRECTOR, MILWAUKEE COUNTY, MILWAUKEE, WI; MICHAEL GREENE, JUVENILE JUSTICE ADMINISTRATOR, CITY OF NEW YORK, NY; SALLY HERRICK, PRESIDENT, NEW YORK STATE YOUTH BUREAUS, BALLSTON SPA, NY; AND CAROLE CARPENTER, MARICOPA COUNTY SUPERVISOR, PHOENIX, AZ

STATEMENT OF KEVIN SOUCIE

Mr. SOUCIE. Thank you very much. Mr. Chairman, I am Kevin Soucie, director of Intergovernmental Relations for Milwaukee County, and as you pointed out an active member of the Milwaukee Child Abuse Prevention Network. I appreciate this opportunity to appear before you on the reauthorization of the Juvenile Justice and Delinquency Prevention Act. I think now more than ever we need an act that addresses the demands of our children. Currently Milwaukee County is unable to receive any Federal funds allocated to Wisconsin under this act because, as you know, the act requires that all the funds be used to separate juveniles from adults in jails or lockups.

I understand that we are still working on our 1990 appropriation, and that the Federal Government is withholding our 1991 allocation to see what kind of progress we are making, and that we have not yet applied for 1992 funds. But that really does not matter since Milwaukee County is already in compliance with the act and so we are automatically ineligible for any of the funding. This we do not think is fair or do we think it is very smart. No question that separating juveniles from adults in jails is an important objective. But this policy should not penalize responsible communities. The act needs to be changed so that responsible communities are not held hostage by those failing to comply with jail removal.

The problem of overcrowded juvenile detention facilities, such as the one that you and Marsha were nice enough to come and visit, should be just as important as removing juveniles from adult jails. The risks associated with crowding juveniles, many of whom are detained for very serious offenses, should not be minimized. As you know, the act was originally intended to deal with a system that was understaffed, overcrowded and unable to provide effective help. But since the inception of the act in 1974, we feel it has become increasingly inadequate.

Over the last two decades, the incidents and severity of juvenile delinquency has worsened. For example, in Milwaukee County, the number of juveniles arrested annually for carrying weapons doubled to over 540 between 1987 and 1991. During this same period, the number of juveniles arrested for possession of a controlled substance with intent to deliver increased almost 470 percent. Referrals to the Milwaukee County Juvenile Court for delinquency cases have increased 25 percent since 1988, and the number of juveniles arrested for homicide has more than doubled.

All these are projected to increase. As a result of these increases in inadequate funding, the Milwaukee County juvenile detention facility has held a population well above the 88 bed capacity since 1989. These overcrowded detention facilities lead to a backlog in the juvenile courts, high probation caseloads, and ineffective services which lead to repeat offenses. Such a system cannot effectively

address the needs of our children, and certainly cannot address the needs of the community.

Last September, we had three juveniles in the detention center attack two correctional workers. This attack resulted in the long-term disability of one employee who will not return to work. Despite all these frightening facts, the State of Wisconsin last year rejected Milwaukee County's application for JJDPA funds for developing detention overcrowding alternatives. This, of course, was because all of the funds received under the act have to go toward jail removal. Now if we could access those funds, we could reduce the pressures of overcrowding by developing acceptable alternatives to detention.

Now you might ask what is the State of Wisconsin doing in all this? The State of Wisconsin's Youth Aids fund which makes payments to counties may seem like a program designed to develop community alternatives for juveniles, but in reality it has become the funding mechanism for temporarily warehousing troubled children. Of a $73 million 1990 statewide appropriation for Youth Aids, over 70 percent went to out-of-home court-ordered placement of delinquent youth. Only 28 percent was retained by counties for community alternative programs, and those dollars were quickly eaten up by juvenile delinquency costs incurred directly by the county.

We spend millions of dollars on programs that have little or no long-term impact. So many expenses could be minimized and so many young lives could be saved if we invested in a child before he or she was abused or involved in the first delinquent act. As we look ahead to the rest of the 1990's and into the next century, we see a juvenile justice system that is in transition. Certainly issues like detention and jail removal are important to the design of the juvenile justice system, but detention is only one issue and reflects a short-term perspective.

We need a new Federal response to the problems associated with juvenile delinquency. The goals should be to reduce detentions in juvenile incarcerations. Without a longer term approach, the difficulty in providing separate juvenile detention facilities will only get worse. Negatively, this will result in more juveniles being held in adult jails. It is only through prevention and early intervention that the increasing incidence of juvenile delinquency can be attacked head on. For example, we could use Federal juvenile justice assistance money to enable local governments to establish intervention programs for young, small-time offenders. We refer to them in Milwaukee County as "baby delinquents."

Too often these relatively minor first-time offenders are neglected because attention and resources are diverted to more serious and older offenders. There is a blurry distinction between child abuse prevention. We are finding that the same kids who are in our juvenile justice system turned up earlier in our child welfare system. So we need to invest in programs like those being carried out by the CAP Network in Milwaukee. The relatively meager funding, about 1 percent of what we spend in new services in Milwaukee County, has produced some excellent results in the CAP Network and demonstrates what the community can do with adequate funding. And there many more examples of early interven-

tion and prevention programs around the country that have been successful.

The strategy is to get to families as early as possible so that they can do more for themselves. The goal is to focus on the strengths and abilities of the family and empower it before youth begin to turn up in our child welfare system and our juvenile justice system. Mr. Chairman, we were very pleased to learn that you have proposed the creation of a new and separate title to the act which addresses delinquency prevention and early intervention with dedicated funding. In this way, responsible counties would not have to wait until the last noncompliant county in the State corrected its jail removal problem before we can fund other front-end programs.

The goals of separate detention and prevention can and must be pursued at the same time in a parallel fashion. In summation, we support amendment of the act to address both short-term needs for separate and safe juvenile facilities and the longer term needs of delinquency prevention and early intervention. In addition, we would like to see a Federal law which recognizes that States have varying levels of compliance within the State. And we also support a law that more equitably allocates resources to areas where the needs are the greatest. As you know, it is hard to measure the success of programs that seek to decrease youth arrests and child abuse.

But the dismal results of our past and current spending are readily apparent to all. Our prisons and our cemeteries are filled with examples of failed spending. We can make choices when it comes to dealing with youth programs. The status quo, of course, is one choice, and today it may seem like we cannot afford to spend money on prevention and early intervention. To do nothing is certainly the easiest choice to implement, but in the long run, that is a choice that we cannot afford to make. Thank you very much.

[The prepared statement of Mr. Soucie follows:]

STATEMENT OF

KEVIN SOUCIE

DIRECTOR OF INTERGOVERNMENTAL RELATIONS

FOR

MILWAUKEE COUNTY

BEFORE

THE UNITED STATES SENATE

SUBCOMMITTEE ON JUVENILE JUSTICE

ON THE REAUTHORIZATION OF THE

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT

APRIL 29, 1992

WASHINGTON, D. C.

Mr. Chairman and members of the Subcommittee, I am Kevin Soucie, Director of Intergovernmental Relations for Milwaukee County. I am also an active member in the Milwaukee Child Abuse Prevention Network.

I appreciate this opportunity to appear before you to discuss the reauthorization of the Juvenile Justice and Delinquency Prevention Act. Now, more than ever, we need an Act that will address the demands of our children. Today the reauthorization of the Juvenile Justice and Delinquency Prevention Act should reflect the progress made by local governments and the problems they face in the near future.

Currently, Milwaukee County is unable to receive any federal funds allocated by the Act to Wisconsin, because the Act requires that all

funds be used to separate juveniles from adults in jails or lock-ups. Since Milwaukee is already in compliance with the Act, it is automatically ineligible for funding.

This is neither fair nor smart. There is no question that separating juveniles from adults in jails is an important objective, but this policy should not penalize responsible communities. The Act needs to be changed so that responsible communities are not held hostage by those failing to comply with jail removal.Addressing over-crowded juvenile detention facilities should be just as important as removing juveniles from adult jails. The risks associated with crowding juveniles, many of whom are detained for serious offenses, should not be minimized.

Before turning to our recommendations, let me briefly describe the circumstances that dictate changes in the Act. As you know, the Act was originally created in 1974 after a Congressional study found that a substantial proportion of those arrested for serious crimes in the United States were juveniles. The Act was intended to deal with a juvenile justice system that was understaffed and overcrowded, and thus unable to provide individualized justice or effective help.

However, the Act has become increasingly inadequate. Despite efforts in Milwaukee and other communities, many of the problems detailed in 1974 remain. In fact, it could be argued that over the last two decades, the incidence and severity of juvenile delinquency has worsened.

For example, the number of juveniles arrested annually in Milwaukee County for carrying weapons doubled to over 540 between 1987 and 1991. During this same period the number of juveniles arrested for possession of a controlled substance with intent to deliver increased almost 470%. Referrals to the Milwaukee County Juvenile Court for

delinquency cases have increased 25% since 1988. And the number of juveniles arrested for homicide has more than doubled.

As a result of these increases and inadequate funding, the Milwaukee County juvenile detention facility has held populations above its 88 bed capacity since 1989. Overcrowded detention facilities lead to back-logged juvenile courts, high probation caseloads, and ineffective services which result in repeat offenses. Such a system can not effectively address the needs of the children in our community.

Last September, three juveniles held in the Milwaukee County Juvenile Detention Center attacked two correctional workers. This attack resulted in the long term disability of one employee who will not return to work.

Despite these frightening facts, the State of Wisconsin last year rejected Milwaukee County's application for JJDPA funds for developing detention over-crowding alternatives. This was because all funds received under the Act's formula grant are required to be used to achieve juvenile jail removal in other parts of the State.

If Milwaukee County could access federal juvenile justice funds, it could reduce the pressures of over-crowding by developing acceptable alternatives to detention including less restrictive temporary shelters, home detention monitoring, and electronic bracelets.

The State of Wisconsin's "Youth Aids" fund, which makes payments to counties, may seem like a program designed to develop community alternatives for juveniles, but in reality, it has become the funding mechanism for temporarily warehousing troubled children. Of the $73 million 1990 statewide appropriation for Youth Aids, over 70% went to court-ordered out-of-home placement of delinquent youth. Only 28% was retained by counties to pay for community alternative

programs. These few remaining dollars were quickly devoured by the costs of juvenile delinquency incurred directly by the county.

In our present youth system, we spend millions of dollars on programs that have little or no long-term impact. So many expenses could be minimized and so many young lives could be saved if we invested in a child before he was abused or involved in his first delinquent act.

So what can we do to address these problems? As we look ahead to the rest of the 1990's and into the next century, we see a juvenile justice system that is in transition. Issues surrounding the detention of juvenile offenders, such as jail removal, are important to the design of an overall juvenile justice system. However, detention is only one issue, and one which reflects a short term perspective.

In 1992, we again need a federal response to the problems associated with juvenile delinquency. The goal should be to reduce detentions and juvenile incarceration. Without a longer term approach, the difficulty in providing separate juvenile detention facilities will only worsen. Inevitably, this will result in more juveniles being held in adult jails.

It is only through prevention and early intervention programs that the increasing incidence of juvenile delinquency can be attacked head on.

Federal juvenile justice assistance is needed to enable local governments to establish intervention programs for "small-time" offenders. Too often, these relatively minor, first-time offenders are neglected because attention and resources are diverted toward more serious juvenile offenders.

With additional funding, we could target services at 11 and 12 year old offenders and reach them before they graduate to more serious

crimes. Furthermore, the Act should fund education and outreach programs and intensive Family Preservation services.

We need to invest in programs like those being carried out by the Child Abuse Prevention Network (CAP-Network) in Milwaukee: Programs like the First Time Parent Program, which offers families assessment of support needs with home visiting follow-up which includes education and advocacy; the Crisis Nursery, which provides stressed parents with respite child care and a short break from the pressures of parenthood; PROMISE, which targets child abuse prevention efforts at female substance abusers; and STRESSLINE which is a telephone hotline for parents with a connection to ongoing parent support groups. The relatively meagre funding provided to Milwaukee's CAP-Network has produced some excellent results, and demonstrates what the community can do with adequate funding. There are many more examples of successful prevention and early intervention programs around the country.

The strategy is to get to families as early as possible, so they can do more for themselves. The goal is to focus on the strengths and abilities of the family and empower it before the youth begin to turn up in our child welfare and juvenile justice systems.

Mr. Chairman, we were very pleased to learn that you have proposed creation of a new and separate title to the Act which addresses delinquency prevention and early intervention with dedicated funding. In this way, responsible counties would not have to wait until the last non-compliant county in a state corrected its juvenile/adult separation problem before funding other available front-end programs. The goals of separate detention and prevention can be pursued at the same time, in a parallel fashion.

Milwaukee County recommends that funds should be directly allocated to counties based on the proportion of juveniles detained in separate

facilities to all detained juveniles in a state. This allocation method would appropriately direct juvenile justice resources in proportion to crimes requiring detention. It would also reward responsible counties while providing a fiscal incentive for others to come into compliance.

In summation, Milwaukee County supports amendment of the Juvenile Justice and Delinquency Prevention Act to address both the short-term needs for separate and safe juvenile facilities, and the longer term needs of delinquency prevention and early intervention. In addition, we would like to see a federal law which recognizes that states have varying levels of compliance with the State Plan requirements, particularly jail removal.

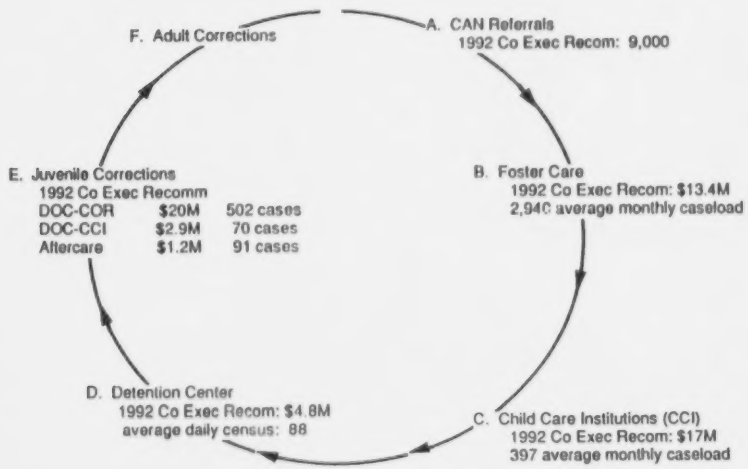
Finally, we support a law that more equitably allocates resources to areas where the needs of the juvenile justice system are greatest.

As you know, it is hard to measure the success of programs that seek to decrease youth arrests and child abuse. But the dismal results of our past spending record is readily apparent to all. Our prisons and cemeteries are filled with examples of failed spending.

We can make choices when it comes to dealing with youth programs. The status quo is one choice. Today, it may seem like we can't afford to spend money on prevention and early intervention. To do nothing is certainly the easiest choice to implement. But in the long run that is a choice that we can not afford to make.

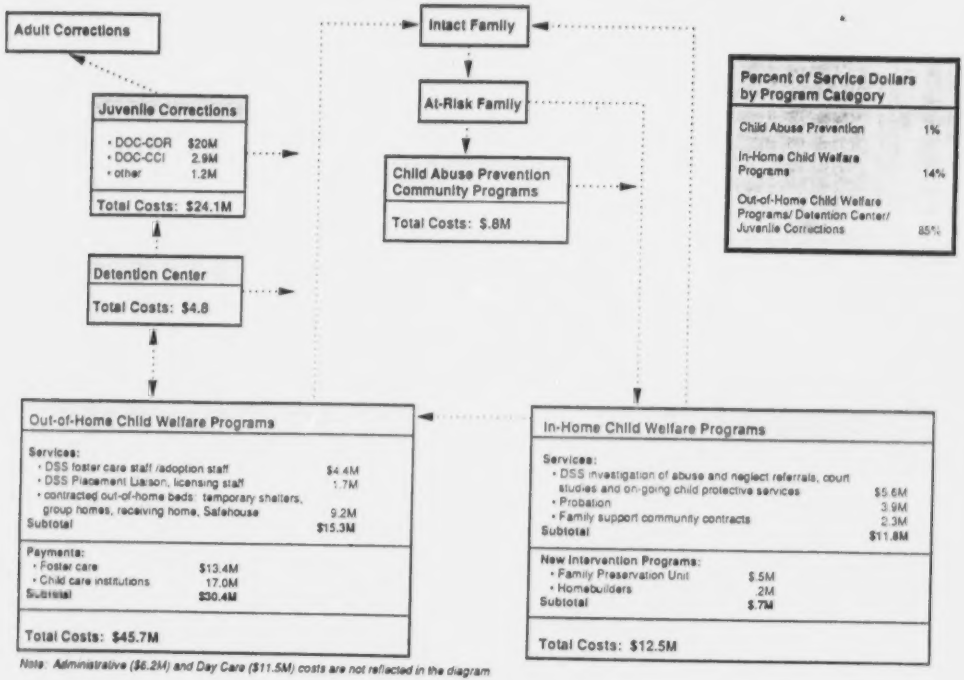
Thank you for this opportunity to appear before you. I would be happy to respond to any questions you may have.

Community Impact of Child Abuse and Delinquency



1992 County Executive Recommended Budget for :	
Youth Services Division:	**$105.6M**
Court-ordered Care Programs	
Foster Care Payments:	$13.4M
CCI Payments:	$17 M
Juvenile DOC Charges:	$24.1M
Subtotal of court-ordered program costs:	*$54.5M*
% of Youth Services Division Recommended Budget related to court-ordered care costs:	**52%**

Service Goal: Keep Families Intact to Maintain Stability of Family and Community



Note: Administrative ($6.2M) and Day Care ($11.5M) costs are not reflected in the diagram.

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Senator KOHL. Thank you, Mr. Soucie.
Mr. Greene?

STATEMENT OF MICHAEL GREENE

Mr. GREENE. As a Juvenile Justice Administrator in the Office of the Deputy Mayor for Public Safety, I oversee New York City's appropriation of OJJDP block grant moneys. I would like to thank Chairman Kohl for this opportunity to bring to your attention the concerns and interests of New York City regarding the reauthorization of the OJJDP Act. We are particularly pleased to support the introduction of a new title on prevention. The thrust of my remarks, I believe, reflect the concerns of large urban centers in general where the concentration and volume of serious juvenile crime merit special attention and focus.

In New York City, we have utilized our OJJDP appropriation to develop programs that are effective in helping our most troubled youth find productive and fulfilling avenues of expression. We believe that these moneys can be used most efficiently by targeting youth, who have already penetrated our juvenile justice system or because of particular circumstances, for example, child abuse, are at grave risk of becoming involved in our juvenile justice system. If we do not intervene, early patterns of delinquent tendencies and behavior will escalate into serious criminal activities.

We have been funding delinquency prevention programs in New York City for nearly 20 years. During this time we have learned much about what works and what does not work. We believe that prevention funds ought to be targeted for neighborhood based, comprehensive youth programs. In this regard, we suggest close collaborative relationships be established with agencies that have jurisdiction in the area of juvenile crime. We believe that young people should be involved in the development of such centers, and we believe that each center should have a companion short-term respite facility for the purpose of developing and implementing family reintegration action plans.

I want to underscore our focus on youth who grow up amidst poverty and violence. These youth are suffering. Many have become hopeless and many are filled with rage. These are understandable responses. Poverty consists of one stressor after another, inadequate housing, substandard health care, underfunded schools, and a dearth of recreational, sports, and cultural centers. One in every three children in New York City under the age of 19 is living in a household with an income at or below the poverty line. In addition, these young people are exposed to violence on a daily basis.

In a survey of high school students on the Southside of Chicago, 23 percent had seen someone killed, and 40 percent of those victims were family, friends, classmates or neighbors. In a survey among second through eighth graders, 31 percent reportedly had seen someone shot, 34 percent had seen a person stabbed, and 84 percent had seen someone beaten up. The victims of violence are also overrepresented among our youth. In New York City, homicide is the leading cause of death among 15- to 19-year-olds and the third leading cause of death among 10- to 14-year-olds. Each year from

1985 to 1988, 12- to 19-year-old youth throughout the United States were victims of 1.9 million rapes, robberies, and assaults.

Death by homicide in the United States is more prevalent among 15- to 24-year-olds than in the 22 developed countries that maintain such statistics. Is it any wonder that these young people feel hopeless and angry? Nonetheless, we have seen in New York that these adolescents like adolescents everywhere are resilient and respond with tremendous energy and creativity when given the opportunity. I wish I could take you to see the extraordinary murals painted by youth who have lived in shelters most of their lives. I wish you could go out with the young Latino youth in one of our poorest sections of Brooklyn who go door to door inquiring of their neighbors whether young children have been immunized, and escorting those who have not received their shots to the neighborhood youth center to receive them.

I wish I could show you the before and after shots of a small urban park that was converted by poor young people from a littered center of drug dealing to a flourishing park where whole families enjoyed picnics and music on weekends. All of these were made possible by OJJDP funds. We have distilled what works into five recommendations that we would like you to consider in establishing your new focus on prevention. One, we need to develop neighborhood based comprehensive youth centers in our large urban centers. Every neighborhood could benefit from such centers. In addition, local juvenile justice agencies should enhance and expand their existing programs for the purpose of working with youth at the time of the first entry into the juvenile justice system.

This is a critical juncture in the lives of many young people. They need help in learning to believe in themselves and they need to be guided to participate in their neighborhood youth centers. Two, the youth centers should be comprehensive in the scope of services and activities provided. These should include educational activities and programs, counseling, both formal and informal, outreach to families, arts programming, theater, dance, music and writing, community service internships for youth, job preparedness training and recreation and sports activities. These activities should not be seen as separate and distinct but rather should be integrated and cross-fertilized.

They should offer services and activities in a nondiscriminatory manner to all youth residing in the neighborhood, and youth should be centrally involved in the development and evolution of the program. Three, a small residential respite center should be established in conjunction with each of the comprehensive youth centers. Sometimes young people and their families can benefit from a short voluntary break from one another. During this time, the youth center would work closely with the young person to establish workable goals and objectives.

At the same time, the youth center would work with family members to address their needs and learn what they need to do to reintegrate their daughter and son back into the family. Be finished in one moment. Four, city agencies should develop a combined neighborhood index which yields the measure of juvenile crime and poverty. Those neighborhoods scoring the highest on such an index should serve as sites for youth centers. And finally,

each program should be evaluated in how well it implements its objectives in terms of the outcomes or benefits yielded. In addition, resources should be made available to localities in effectuating the difficult tasks of actualizing the principle of youth involvement.

Thank you very much for your time and attention to this crucial topic.

[The prepared statement of Mr. Greene follows:]

STATEMENT OF

MICHAEL B. GREENE, Ph.D.

JUVENILE JUSTICE ADMINISTRATOR
NEW YORK CITY
OFFICE OF THE DEPUTY MAYOR FOR PUBLIC SAFETY

BEFORE THE UNITED STATES SENATE

SUBCOMMITTEE ON JUVENILE JUSTICE

ON

THE REAUTHORIZATION OF THE JUVENILE

JUSTICE AND DELINQUENCY PREVENTION ACT

APRIL 29, 1992

WASHINGTON, D. C.

I would like to thank Chairman Kohl and the members of the Sub-Committee on Juvenile Justice for this opportunity to bring to your attention the concerns and interests of New York City regarding the re-authorization of the OJJDP Act. We are particularly pleased to support the introduction of a new title on prevention. The thrust of my remarks, I believe, reflect the concerns of large urban centers in general, where the concentration and volume of serious juvenile crime merit special attention and focus.

As the Juvenile Justice Administrator, I oversee New York City's appropriation of OJJDP block grant monies. The office I represent, the Office of the Deputy Mayor for Public Safety, coordinates criminal and juvenile justice policy among such agencies as the Police Department, the Department of Juvenile

Justice, the Department of Probation, and the Department of Correction. In addition, the Office of the Deputy Mayor for Public Safety oversees a comprehensive array of alternative to incarceration programs as well as an innovative, court diversion program for status offenders. In preparing my remarks, I have incorporated the concerns and interests of the New York City Departments of Juvenile Justice, Youth Services, and the Department of Probation.

I have organized my remarks into three sections. First, I will describe the continued relevance of the Juvenile Justice and Delinquency Prevention Act to New York City. Second, I will tell you about some of the programs we have implemented under the existing OJJDP Act and describe how such programs have helped our young people. And third, I will offer some specific suggestions on how to structure a section on prevention that would significantly bolster the capability of urban centers to reduce juvenile crime. A summary of recommendations will follow.

The Goals of the Act

The erosion of federal support over the past decade for education, family and community services has fostered a decline in the viability of family and community life in urban centers where it is most needed.

Although the statistics are truly alarming, what makes the headlines are those isolated, shocking episodes of youth violence that obscure the factual statistics and the real manifestations of crime. For youth below 16 years of age, the number of juvenile arrests in New York City is lower now than in 1980 and has remained steady over the past three years. Specifically, there were 16,125 juvenile arrests in New York City in 1980 and 13,134 juvenile arrests in 1991. Arrests for homicide have remained at one-half of

one percent or less than the total juvenile arrests over the same period.

There must be a correctional policy response for youth involved in repeated acts of violence, and the response must be just and swift. At the same time, we need a leadership response at the federal level to address the social issues that contribute to criminal activity, i.e., housing, employment, education, health, child care, and family preservation. An investment in children and families is an investment in a sound, responsible citizenry. The correctional response to build more jails without understanding the extent of the human or fiscal cost does not adequately further this investment.

In 1974 Congress enacted the Juvenile Justice and Delinquency Prevention Act which established the Office of Juvenile Justice and Delinquency Prevention. The Congressional intent was to improve services to juveniles impacted by the juvenile justice system and to improve due process rights of juveniles in the system. While this was farsighted on the part of Congress, it is important to recognize that the goals of the Juvenile Justice and Delinquency Prevention Act have not yet been fully realized. In protecting the rights of juveniles and in promoting family and community involvement in the rehabilitative process, the Act is as relevant today as it was 18 years ago. What is needed is the federal oversight to ensure that its mandates are implemented.

Office of Juvenile Justice and Delinquency Prevention (OJJDP) Programs in New York City

In New York City, we have utilized our OJJDP appropriation to develop programs that are effective in helping our most troubled youth find productive and fulfilling avenues of expression. We believe that these monies can be used most efficiently by targeting youth who have already penetrated our juvenile justice system or,

because of particular circumstances (e.g., as victims of child abuse or neglect or as residents in neighborhoods where violence, prostitution and drugs are commonplace) are at grave risk of becoming involved in our juvenile justice system. If we do not intervene, early patterns of delinquent tendencies and behavior will escalate into serious criminal activities. The programs I am about to describe reflect these priorities and illustrate the nature, shape, and diversity of programs that are needed in our large urban centers. We hope that you appreciate how important the grant block program is in making programs like these possible. While we strongly support the initiation of a new prevention funding priority, our support does not extend to sacrificing or reducing the existing block grant program for this purpose.

I would first like to cite a program we funded through OJJDP monies back in the early eighties: the Department of Juvenile Justice's Aftercare Program. This program evolved from the observation that many juveniles were (and still are) remanded to secure or non-secure detention for one to five days and then released back to their communities for a period of several months prior to their cases being fully adjudicated. We reasoned that this was an ideal time to reach out to the young person and his/her family to provide the support and assistance needed to avert the necessity of placing the young person in a state-run residential juvenile facility. All young people admitted into juvenile detention facilities are informed of the Aftercare Program. A case worker contacts every released young person and offers to visit the young person and his/her family to ascertain the kinds of assistance that are needed. Typically, the young person is experiencing difficulty in school. Health problems and inadequate housing are common concerns. Sometimes the procurement of day care services for a younger sibling will significantly relieve household tension. Helping a young person to find a dance or theater program, or securing a spot

for him on a local basketball team, may mark a turning point away from delinquency.

During the course of the four year demonstration project, the Department of Juvenile Justice helped thousands of youth and their families. New York City now funds this program, which has helped over 1,000 young people this last year alone. The OJJDP funds provided a mechanism whereby a sound idea was tried and tested and, when shown to be successful, was institutionalized through City monies.

A very different kind of program was brought to our attention several years ago. Researchers at the Psychiatric Institute in New York City had revealed that the vast majority of adult sex offenders had begun to commit sex offenses during their adolescent years and that the frequency and seriousness of these acts increased at a geometric progression thereafter. NIMH, which funded the research, was not willing to support a treatment intervention geared toward adolescent sex offenders even though a pilot study showed that early intervention could radically reduce the likelihood of recidivism. We decided to fund this program through our OJJDP appropriation. This program--the Sexual Behavior Clinic--did indeed live up to its promise. Now funded through State Mental Health monies, this program is utilized by our Probation Department, by defense as well as prosecuting attorneys, and by our Child Welfare Agency. Preliminary research indicate that hundreds of sex offenses have been averted through the efforts of this program. We know, too, that had such crimes been committed, the majority of the victims would have been children.

In the mid-eighties a newly emerging neighborhood-based program contacted us about the possibility of using OJJDP funds to help build a comprehensive youth center, including a free-standing medical clinic, GED and ESL programs, an arts center including facilities for dance, photography, theater, and music, and a

counseling unit. The center--called El Puente (the Bridge in Spanish)--was located in a predominantly Latino section of Brooklyn, an area in which no youth programs had been sited despite the neighborhood's severe poverty and high rates of crime. The idea of the center was to provide culturally responsive services and activities which would stimulate and enable young people to pursue their interests.

El Puente also was based on the idea that young people are capable of identifying problems in their neighborhood and capable of developing creative ways to respond to these problems. For example, the young people realized that many of the young children in their neighborhood were not being immunized in accordance with minimal health standards. Under the guidance of an adult facilitator, they organized the "MASH Ministry." Pairs of young people would go door-to-door inquiring whether there were any young children in the household and whether they had been immunized. If not, the young people arranged for them to come to El Puente where a doctor or nurse practitioner would immunize the children. During the course of its three year OJJDP funding, El Puente attracted funding from a variety of other sources and now serves as an exemplary model of neighborhood-based services. The El Puente young people and their families are beginning to transform their community into a vibrant area where young people have the hope and know-how to become our future leaders.

Just two years ago a group called Youth Force submitted an OJJDP proposal for a program they called "Posse for Change." The program provides extensive training in community organizing to a cadre of young people who have turned away from drug dealing or who live in a household where a family member had been involved in drug dealing. Following their training, the young people are assigned to specific neighborhoods, selected because of their high rates of drug dealing and economic impoverishment. The trained youth

organizers, in conjunction with an adult supervisor and a local community based youth center, recruit other young people in the neighborhood for the purpose of discussing problems in the neighborhood. The young people then talk about ways that these problems can be confronted and addressed.

One group of young people decided to "take back" a small urban park which had become littered and populated by drug dealers and prostitutes. The young people sought assistance from their local police precinct, from the Parks Department, and from the Department of Sanitation. They developed week-end activities that attracted families back to the park. In pursuing these activities, adult mentors and supervisors ensure that the young people also address difficulties in their own lives. Here again, the orientation is one of helping the young people find ways to take an active part in making needed changes in their neighborhoods and in their own lives. They learn how to support each other in positive ways and become "posses for change." This program has already attracted supplementary funding and continues to grow in innovative ways. The program recently secured a grant to develop an entrepreneurial skills training program with a focus on local economic development.

We are proud of these four programs and of others I have not had time to cite. We are confident that these programs have significantly helped some young people permanently steer away from criminal activity and helped prevent others from initial involvement in crime. We know these programs have been effective through observations, self-reports from young people and from family members, and through data on service delivery and outcome measures. Nevertheless, we have only been able to garner support to conduct two full-scale evaluations of the programs we have funded over the years. In both instances, no OJJDP funds were available for this purpose. We recommend, therefore, that along with the

authorization of new prevention funding that you include a requirement that programs be evaluated and that sufficient resources be set aside for this purpose.

Prevention in Large Urban Centers: Background and Recommendations

We have been funding delinquency prevention programs in New York City for nearly twenty years. During this time we have learned much about what works and what does not work. In this section of my testimony, I have drawn upon this wealth of experience in articulating five guideposts that we think are essential in developing urban-based prevention programs for troubled youth.

Basically, we believe that prevention funds ought to be targeted for neighborhood-based, comprehensive youth programs in communities with the highest indices of crime and poverty. In this regard, we suggest that close collaborative relationships be established with agencies that have jurisdiction in the area of juvenile crime: the Police Department, detention facilities (in New York, the Department of Juvenile Justice), and the Department of Probation. We believe that young people should be involved in the development of such centers and we believe that each center should have a companion short-term respite facility for the purpose of developing and implementing family re-integration action plans.

Comprehensiveness: In order to meet the variety of needs and interests of the neighborhood it serves, each program should offer a wide range of services and activities. These should include: educational activities and programs, counseling (both formal and informal), outreach to families, arts programming (theater, dance, music, and writing), community service internships for youth, job preparedness

training, and recreation and sports activities. These activities should not be seen as separate and distinct but rather should be integrated and cross-fertilized. Some services can be brought in by out-stationing staff from a nearby hospital, college, or arts center. Every community has talented individuals: these individuals can be hired part-time or some may wish to volunteer to teach what they know. It is very important for young people who are exposed to violence and poverty to see adults who have something positive to offer, particularly adults who live in their own neighborhoods.

Neighborhood-Based: Each neighborhood or community has its own character, its own set of strengths and weaknesses. Programs must build upon this character structure. A neighborhood might be well-known for a particular style of music (local musicians can teach at the youth center) or for its basketball players (a basketball league can be organized, perhaps challenging other neighborhood teams). A neighborhood might be known as the place where one can "score" a particular kind of drug (a crime watch and auxiliary police unit can be developed). A neighborhood might include within its boundaries a well-known hospital (which may be persuaded to out-station a doctor or nurse practitioner one or two days a week, providing medical care and perhaps organizing a poster campaign around some aspect of preventive medicine) or a school that has a particularly good chess team (a chess latter might be developed and logic or probability theory might be taught via the chess game). A toxic waste site might be located nearby (a seminar on toxic waste could be developed and mock hearings or debates could be organized by the young people). A particular ethnic group may predominate in the neighborhood or perhaps one ethnic group has

significantly more power than another one (programs in ethnic music, dance, and theater could be initiated). Each characteristic of a neighborhood can serve as a stimulus around which to organize a program component.

Site Selection Criteria: Neighborhoods should be selected as sites for the comprehensive youth centers based upon specific indices of juvenile crime and poverty. In New York City, we would include such indices as rates of juvenile arrests, placement on probation, foster care placement, and juvenile detention. Various city agencies have as their mandate responsibilities related to juvenile crime and poverty-related issues. These agencies should develop a combined neighborhood index in order to ensure that the most needy and troubled youth benefit from the youth centers. The inclusion of these agencies in the site selection process will maximize the benefit to the youth under their jurisdiction and will result in the greatest reduction of future criminal activity.

The comprehensive youth centers would serve these young people and would work together with the referring agencies in providing the kinds of services and activities that can best help the youth to become engaged in helping him/herself and the neighborhood he/she lives in. Indeed, these City agencies have developed effective programs that work with the young people when they first get into trouble. At this critical point in time, programs such as the Juvenile Intensive Supervision Program, the Family Ties Program, and the Aftercare (described earlier) and Court Diversion Program do the important groundwork in preparing the young people for entry into the neighborhood youth centers. Adequate funding should be provided for these programs.

These centers, however, should not be reserved exclusively for youth who are beginning to get into trouble. They should be open to all young people in the neighborhood and should serve all young people, regardless of their juvenile justice status, equally and without discrimination. Of course, reports sometime need to be made to agencies which have jurisdiction over the young people. Such reports, as well as the status of the young people, should be kept under strict rules of confidentiality.

Youth Involvement: Most simply stated, young people should be involved in the development and evolution of programs designed for their benefit. This principle derives from the premise that all of us are more committed to those activities in which we play a part in developing. In addition, youth involvement limits the extent to which the young people feel patronized and ignored. Of course, young people need help and guidance in teasing out their ideas and in actualizing their goals. It is hard work getting from a preliminary desire or idea to an implemented program. In the process, young people learn about cooperation and envy. They learn about organization and planning, about leadership, and they learn about the recalcitrance of adults (as well as of other young people) who simply do not want to change. All of this might appear frightening to the young people, particularly if they have been continuously told what they have done wrong. Many young people, particularly those growing up amidst the war-zones of urban poverty, have become hopeless and many have become filled with rage about the inequities they see in their neighborhoods.

This principle of "youth involvement" is indeed difficult to actualize. For this reason I suggest that the provisions be

made to assist localities in adhering to this principle. There are experts around the country who have or could develop training programs or conduct on-site training in how to secure youth involvement in developing programs.

Residential Respite: In New York City, and likewise in other large urban centers, housing for poor people is on the brink of disaster. This contributes to and combines with family dysfunction. Often times our juvenile justice system is forced to place a child in detention or placement not because the child would be a threat to society based upon his crime, but because the situation at "home" is so chaotic that the child lacks the modicum of physical and psychological safety to develop and thrive. I believe that some of problems faced by young people in pockets of poverty could be alleviated if we establish, small-scale, short-term, residential respite facilities. Such facilities should be linked to the kind of comprehensive youth centers that I have already described. If, for example, the tension in a child's home were such that his normal development was imperiled, the possibility of the young person living at the respite center for anywhere from five to 90 days would be discussed with him/her and his/her family members. During the respite time, both young person and the family would secure relief from the immediate sources of tension in the household. More importantly, the youth center staff would work intensively with the young person and with his/her family to establish goals and objectives for each. Services and activities would be secured and schedules and agreements would be drawn up. The goal, in all cases, would be family integration and the development of an action plan to resolve the conflicts and problems that were underlying the family disarray.

Summary of Recommendations

1. Prevention monies ought to be set aside to develop neighborhood-based, comprehensive youth centers in our large urban centers. Funds also ought to be provided to city agencies for the purpose of working with youth at the time of their first entry into the juvenile justice system.

2. The youth centers should be comprehensive in the scope of services and activities provided: they should be established to serve our poorest and high crime neighborhoods; they should offer services and activities in a non-discriminatory manner to all youth residing in the neighborhood; and youth should be centrally involved in the development and evolution of the program.

3. A small, residential respite center should be established in conjunction with each of the comprehensive youth centers.

4. City agencies should develop a combined neighborhood index which yields a measure of juvenile crime and poverty. Those neighborhoods scoring highest on such an index should serve as the sites for the youth centers.

5. Funds should be made available to provide for the full evaluation of each program. Funds should also be made available to provide for technical assistance to localities in implementing the principle of "youth involvement."

6. The new section on prevention should not effect the funding levels of the existing block grant program.

Thank you for your time and attention to this very important and crucial topic.

Senator KOHL. Thank you, Mr. Greene.
Ms. Herrick?

STATEMENT OF SALLY HERRICK

Ms. HERRICK. Chairman Kohl, thank you for the opportunity to appear before you on behalf of America's children. As you said earlier, I am the president of the Association of New York State Youth Bureaus. The Association of Youth Bureaus is composed of 103 municipal youth bureaus which are in place throughout the State. Every county in the State has a youth bureau, and there are many municipal youth bureaus located in our larger cities and towns. This network of youth bureaus is empowered with home rule. We have a direct relationship with the New York State Division for Youth. The entire system together with the funding formula provides its basic support.

It is reflected in New York State Executive Law, article 19-A, section 420. Let me briefly describe what a youth bureau is and why our association believes such bureaus should be considered for national replication. Our mission is to promote a system of youth development and delinquency prevention services which assist youth to become productive members of society. Our primary activities involve assessing the needs of children and youth as well as existing services in villages, towns, cities in the counties. Before networking became a buzzword in the 1980's, youth bureaus were involved in networking in their respective counties.

We provide programming, new programs, frequently with multiple resources. We are involved in continuous research, monitoring and evaluation of programming and also provide technical assistance to our communities. It is the philosophy and policy of youth bureaus that children in our communities are our most prized resource and deserve our best efforts for support and assistance. We seek to maximize the likelihood that every youth reach his or her fullest potential and not be limited to problems which can lead to interaction between youth and the juvenile justice system.

It is our belief that there are positive activities which should be provided and promoted for youth in all communities. Such activities serve as the most effective and cost efficient means to prevent youth from becoming involved in negative activities which might block them from reaching their fullest potential. We further believe that such prevention programs must be supported by a partnership of Federal, State and local governments. We are convinced that such a partnership is necessary to gain visibility in local communities throughout the powerful impact of joint leadership.

Certainly nothing that happens in any local community is as powerful and as meaningful as is the successful development of its young people into well-educated, well-rounded citizens. Other countries have well developed national, regional and local public policy and programs supported by these policies which highlight and actively promote the development and sustaining of strong families and successful and well functioning youth. New York State had the foresight to know that we must attend simultaneously to positive youth development and ensure that those youth who run afoul of the juvenile justice system were decently treated.

Consequently, comprehensive planning at the local level became a focal point for the delivery of services. Comprehensive planning briefly is mandated in every county in New York State. It is flexible. It is local. It involves goals and objectives. It also involves the community in which it represents, and it has consumers involved in the planning process as well. It is also prevention focused. What we have known in New York State is that prevention should not be seen as a fringe benefit. It should be a necessity.

A foundation of basic funding has been established in New York State. It is based on a per capita formula relevant to every youth under the age of 21. As each youth in the county resides in one of the county subdivisions, the formulas are divided equally between the county and the subdivision with each subdivision receiving its share based on its youth census. As you consider the reauthorization of Juvenile Justice and Delinquency Prevention Act, I am pleased that you have recognized delinquency prevention, and I recognize the original JJDPA was sorely needed because the term "juvenile justice" should mean no justice at all.

I am trying to hurry it up here. Federal leadership and continuation of resources necessary to develop and implement at the State and local level an effective program for prevention and treatment of juvenile delinquency is needed. I am pleased to note that OJJDP has found New York State to be in full compliance with the deinstitutionalization requirements of JJDPA each year since 1980. New York State has numerous problems, as you have heard. Crime involving youth is costly, but it would be higher if the State had not begun to create its flexible system emphasizing prevention and grassroots collaboration as early as 1945.

In 1975 when JJDPA was funded at 25 million nationally, New York State allocated that same year 16 million exclusively for local youth development and prevention activities. In 1990 when OJJDP allocated a very modest 75.3 million nationally, New York State appropriated 63.3 million through our youth bureau system. We need a system nationwide, and a Juvenile Justice Delinquency Prevention Act can provide that vehicle for this comprehensiveness. New York State has such a system in a statewide network, both of which are similar to that which exists nationwide for Office for the Aging. In conjunction with NACO, the Association of New York State Youth Bureaus fully supports the new title which is very similar to our comprehensive youth service delivery.

In closing, reauthorization of significant expansion of the Juvenile Justice and Delinquency Prevention Act will provide a well-established framework for meeting the challenges of the fast approaching 21st century. It is a sensible approach. I submit for your consideration one of our association slogans slightly revised for this morning: youth development is delinquency prevention and delinquency prevention is juvenile justice.

Thank you for your time and consideration, Senator.

[The prepared statement of Ms. Herrick follows:]

STATEMENT OF

SALLY A. HERRICK
PRESIDENT
OF
THE ASSOCIATION OF NEW YORK STATE YOUTH BUREAUS

BEFORE
THE UNITED STATES SENATE
SUBCOMMITTEE ON JUVENILE JUSTICE

ON
THE REAUTHOPIZATION OF THE JUVENILE
JUSTICE AND DELINQUENCY PREVENTION ACT

APRIL 29, 1992

WASHINGTON, D.C.

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

THANK YOU FOR THE OPPORTUNITY TO APPEAR BEFORE YOU ON BEHALF OF AMERICA'S CHILDREN. MY NAME IS SALLY HERRICK AND I AM CURRENTLY PRESIDENT OF THE ASSOCIATION OF NEW YORK STATE YOUTH BUREAUS AND EXECUTIVE DIRECTOR OF SARATOGA COUNTY YOUTH BUREAU. THE ASSOCIATION'S MEMBERSHIP IS COMPOSED OF THE 103 MUNICIPAL YOUTH BUREAUS WHICH ARE IN PLACE THROUGHOUT THE EMPIRE STATE. EVERY COUNTY IN THE STATE HAS A YOUTH BUREAU AND THERE ARE YOUTH BUREAUS IN NUMEROUS CITIES AND TOWNS AS WELL. THIS NETWORK OF YOUTH BUREAUS, WHILE EMPOWERED WITH HOME RULE, RELATES DIRECTLY TO THE NEW YORK STATE DIVISION FOR YOUTH. THE ENTIRE SYSTEM, TOGETHER WITH A FUNDING FORMULA WHICH PROVIDES ITS BASIC SUPPORT, IS REFLECTED IN SECTION 420, ARTICLE 19-A OF NYS EXECUTIVE LAW.

LET ME BRIEFLY DESCRIBE WHAT A YOUTH BUREAU IS AND WHY OUR ASSOCIATION BELIEVES IT DESERVES SERIOUS CONSIDERATION FOR REPLICATION ON A NATIONAL LEVEL.

OUR MISSION IS TO PROMOTE A SYSTEM OF YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION SERVICES WHICH ASSIST YOUTH TO BECOME PRODUCTIVE MEMBERS OF SOCIETY. OUR PRIMARY ACTIVITIES INVOLVE ASSESSING THE NEEDS OF CHILDREN AND YOUTH AS WELL AS EXISTING SERVICES IN VILLAGES, TOWNS, CITIES AND THE COUNTY IN WHICH THEY ARE SITUATED. BEFORE NETWORKING BECAME A "BUZZ WORD" IN THE EIGHTIES, YOUTH BUREAUS IN NEW YORK STATE WERE DOING JUST THAT IN THEIR RESPECTIVE COUNTIES. DIRECTLY AND INDIRECTLY, WE DEVELOP NEW PROGRAMS, FREQUENTLY WITH MULTIPLE RESOURCES. WE ARE INVOLVED IN CONTINUOUS RESEARCH AND REGULARLY DISSEMINATE THE LATEST INFORMATION FOR OUR COMMUNITIES AND PROGRAM PROVIDERS. YOUTH BUREAUS ARE ALSO ADVOCATES FOR ALL OF THE CHILDREN, YOUTH AND FAMILIES IN OUR LOCALITIES.

IT IS THE PHILOSOPHY AND POLICY OF YOUTH BUREAUS THAT CHILDREN IN OUR COMMUNITIES ARE OUR MOST PRIZED RESOURCE AND DESERVE OUR BEST EFFORTS FOR SUPPORT AND ASSISTANCE. WE SEEK TO MAXIMIZE THE LIKELIHOOD THAT EVERY YOUTH REACH HIS OR HER FULLEST POTENTIAL AND NOT BE LIMITED BY PROBLEMS WHICH CAN LEAD TO INTERACTION BETWEEN YOUTH AND THE JUVENILE JUSTICE SYSTEM. IT IS OUR BELIEF THAT THERE ARE <u>POSITIVE ACTIVITIES</u> WHICH SHOULD BE PROVIDED AND PROMOTED FOR YOUTH IN ALL COMMUNITIES. SUCH ACTIVITIES SERVE AS THE MOST EFFECTIVE AND COST EFFICIENT MEANS TO PREVENT YOUTH FROM BECOMING INVOLVED IN NEGATIVE ACTIVITIES WHICH MIGHT BLOCK THEM FROM REACHING THEIR FULLEST POTENTIAL.

WE FURTHER BELIEVE THAT SUCH PREVENTION PROGRAMS MUST BE SUPPORTED BY A PARTNERSHIP OF FEDERAL, STATE AND LOCAL GOVERNMENTS. WE ARE CONVINCED THAT SUCH A PARTNERSHIP IS NECESSARY TO GAIN VISIBILITY IN LOCAL COMMUNITIES THROUGH THE POWERFUL IMPACT OF JOINT LEADERSHIP. CERTAINLY NOTHING THAT HAPPENS IN ANY LOCAL COMMUNITY IS AS POWERFUL AND

MEANINGFUL TO SUCH A PARTNERSHIP AS IS THE SUCCESSFUL DEVELOPMENT OF ITS YOUNG PEOPLE INTO WELL-EDUCATED, WELL-ROUNDED CITIZENS. OTHER COUNTRIES HAVE WELL DEVELOPED NATIONAL, REGIONAL AND LOCAL PUBLIC POLICY AND PROGRAMS SUPPORTED BY THOSE POLICIES, WHICH HIGHLIGHT AND ACTIVELY PROMOTE THE DEVELOPMENT AND SUSTAINING OF STRONG FAMILIES AND SUCCESSFUL AND WELL-FUNCTIONING YOUTH.

INTERESTINGLY, SIGNIFICANT PROVISIONS OF THE LEGISLATION REFLECTED BY THE LAW BEING ADDRESSED TODAY WERE DRAFTED BY A GENTLEMAN NAMED JAMES GIRZONE WHO PLAYED AN IMPORTANT ROLE IN THE PASSAGE OF THE ORIGINAL JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT. HIS VISION OF THE IMPORTANCE OF COMPREHENSIVE PLANNING FOR THE DELIVERY OF YOUTH SERVICES WAS INCORPORATED WITHIN BOTH PIECES OF PREVIOUS LEGISLATION (JJDPA AND NEW YORK STATES'COMPREHENSIVE PLANNING), AS WAS THE CONCEPT OF YOUTH DEVELOPMENT AS DELINQUENCY PREVENTION. MR. GIRZONE BROUGHT NEW YORK'S APPROACH TO THE NATION FROM HIS POST IN RENSSELAER COUNTY, N.Y.

BECAUSE OF THE UNFORTUNATE AND UNJUST TREATMENT OF JUVENILE OFFENDERS IN A VARIETY OF AREAS AROUND THE COUNTRY, THE FEDERAL LEVEL INITIATIVES UNDERTAKEN UNDER JJDPA WERE NECESSARILY FOCUSED ON ENSURING THAT THE TERM "JUVENILE JUSTICE" WAS NOT AN OXYMORON IN A NATION WHICH PRIDED ITSELF ON HUMAN DIGNITY AND DUE PROCESS OF LAW.

NEW YORK STATE HAD THE FORESIGHT TO KNOW THAT WE MUST SIMULTANEOUSLY TO POSITIVE YOUTH DEVELOPMENT AND ENSURE THAT THOSE YOUTH WHO RAN AFOUL OF THE JUSTICE SYSTEM WERE DECENTLY TREATED. CONSEQUENTLY, COMPREHENSIVE PLANNING AT THE LOCAL LEVEL BECAME A FOCAL POINT FOR DELIVERY OF COMMUNITY-BASED YOUTH SERVICES.

IN BRIEF, COMPREHENSIVE PLANNING CONSISTS OF THE FOLLOWING:

- RECRUITING A COMPREHENSIVE PLANNING COMMITTEE WHICH IS REPRESENTATIVE OF THE YOUTH-SERVING COMMUNITY (eg., HUMAN SERVICES, EDUCATION, THE FAMILY COURT, LOCAL GOVERNMENT)
- CONDUCTING A NEEDS ASSESSMENT TO ANALYZE THE CURRENT STATUS OF THE COMMUNITY'S YOUTH POPULATION AND DETERMINE WHAT NEEDS ARE UNMET OR INADEQUATELY MET;
- ESTABLISHING AND PRIORITIZING GOALS AND OBJECTIVES FOR THE DURATION OF THE PLAN (THREE YEARS IN NEW YORK STATE);
- IDENTIFYING WAYS IN WHICH TO FUND AND/OR BRING ABOUT THOSE INITIATIVES AND PROGRAMS WHICH WILL ADDRESS THE GOALS AND OBJECTIVES (THIS SOMETIMES INCLUDES ADVOCACY FOR BETTER SERVICE DELIVERY ON THE PART OF AN ENTITY WHICH IS FALLING SHORT OF ITS RESPONSIBILITY).

COMPREHENSIVE PLANNING IS MANDATED AT COUNTY LEVEL AND STRONGLY ENCOURAGED AT THE MUNICIPAL SUBDIVISION LEVEL. COUNTIES USUALLY HAVE REPRESENTATIVES OF MUNICIPAL SUBDIVISIONS ON THEIR PLANNING COMMITTEES.

A FOUNDATION OF BASIC FUNDING HAS BEEN ESTABLISHED IN NEW YORK STATE. IT IS BASED ON A PER CAPITA FORMULA RELEVANT TO EVERY YOUTH UNDER THE AGE OF TWENTY-ONE. AS EACH YOUTH IN A COUNTY RESIDES IN ONE OF THAT COUNTY'S MUNICIPAL SUBDIVISIONS, THE FORMULA FUNDS ARE DIVIDED EQUALLY BETWEEN THE COUNTY AND THE SUBDIVISIONS, WITH EACH SUBDIVISION RECEIVING ITS SHARE BASED ON ITS YOUTH CENSUS. IF A MUNICIPAL SUBDIVISION CHOOSES NOT TO USE ITS FUNDING, THE DOLLARS ROLL UP TO THE COUNTY FOR USE. COUNTIES ALSO HAVE THE OPTION OF ALLOCATING ADDITIONAL FUNDS TO THE

SUBDIVISIONS FROM THE COUNTY'S OWN ALLOCATION. YOUTH BUREAUS AT ALL LEVELS OF GOVERNMENT MAY CHOOSE TO BE STRICTLY ADMINISTRATIVE ENTITIES, PROVIDERS OF DIRECT SERVICE OR BOTH.

HAVING PROVIDED YOU WITH THIS SYNOPSIS OF HOW NEW YORK STATE'S SYSTEM SEEKS TO MEET THE NEEDS OF ITS 5.1 MILLION CHILDREN, I URGE YOU TO SUPPORT REAUTHORIZATION OF THE JUVENILE JUSTICE AND DELINQUENCY ACT AT THE 1980 LEVEL, ADJUSTED FOR THE PAST TWELVE YEARS IN THE CONSUMER PRICE INDEX.

AS YOU CONSIDER THE REAUTHORIZATION OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT, I ASK THAT YOU PAY PARTICULAR ATTENTION TO THE WORDS DELINQUENCY PREVENTION. AS I MENTIONED EARLIER, WHILE I RECOGNIZE THAT THE ORIGINAL JJDPA WAS SORELY NEEDED BECAUSE THE TERM JUVENILE JUSTICE FREQUENCY CONNOTED NO "JUSTICE" AT ALL, IT IS NOW TIME TO PLACE THE EMPHASIS ON DELINQUENCY PREVENTION WHILE CONTINUING TO CLOSELY MONITOR THE ADMINISTRATION OF JUVENILE JUSTICE. AS STATED IN THE SENATE REPORT OF 1974, THE CENTRAL PURPOSE OF THE ACT HAS BEEN TO PROVIDE "FEDERAL LEADERSHIP AND COORDINATION OF THE RESOURCES NECESSARY TO DEVELOP AND IMPLEMENT AT THE STATE AND LOCAL COMMUNITY LEVEL EFFECTIVE PROGRAMS FOR THE PREVENTION AND TREATMENT OF JUVENILE DELINQUENCY".

I CERTAINLY AGREE THAT THE MOST IMPORTANT FIRST STEPS THAT HAD TO BE TAKEN WERE TO REMOVE JUVENILES FROM INCARCERATION IN ADULT FACILITIES AND TO REMOVE STATUS OFFENDERS AND NON-OFFENDERS FROM SECURE FACILITIES. HOWEVER, THAT HAS LARGELY BEEN ACCOMPLISHED NATIONWIDE AND MANY OTHER JUSTICE-RELATED INEQUITIES HAVE BEEN SIGNIFICANTLY IMPACTED. WHILE IT IS IMPERATIVE THAT VIGILANCE BE MAINTAINED AND PROGRESS CONTINUE, WE MUST NOW

PLACE OUR EMPHASIS ON PREVENTION OF THE NEGATIVE BEHAVIORS WHICH LEAD TO THE INCARCERATION OF OUR YOUNG PEOPLE.

UNDERSTAND THAT I AM TALKING ABOUT PREVENTION NOT DIVERSION AND NOT ABOUT INTERVENTION. THIS IS NOT TO SAY THAT INTERVENTION AND DIVERSION ARE NOT IMPORTANT APPROACHES, BUT THAT WE MUST PROVIDE POSITIVE CONSTRUCTIVE ACTIVITIES WHICH PROMOTE SOCIAL DEVELOPMENT. MOREOVER, WE MUST PROVIDE SUCH ACTIVITIES IN SAFE ENVIRONMENTS AND DURING THE HOURS WHEN YOUTH ARE NOT OTHERWISE CONSTRUCTIVELY OCCUPIED. SUCH PROGRAMMING IS THE KEYSTONE OF DELINQUENCY PREVENTION AND IS, PER CAPITA, NOT COSTLY TO PROVIDE. AN INVESTMENT OF LESS THAN 30 CENTS A DAY, TWO DOLLARS A WEEK FOR ALL YOUTH UNDER TWENTY-ONE YEARS OLD WOULD MAKE A SIGNIFICANT DIFFERENCE IN ALL LOCALITIES. THE ASSOCIATION OF NEW YORK STATE YOUTH BUREAUS IS ADVOCATING FOR SUCH A NATIONAL COMMITMENT. I HAVE ENCLOSED A COPY OF OUR PROPOSAL IN EACH OF THE PACKETS WHICH HAVE BEEN DISTRIBUTED.

EMPIRICAL EVIDENCE IS FINALLY PROVING THAT WHICH YOUTHWORK PROFESSIONALS HAVE ALWAYS FELT WAS TRUE, NAMELY, THAT YOUTH WHO ARE REGULAR AND CONSISTENT PARTICIPANTS IN STRUCTURED CONSTRUCTIVE ACTIVITIES ARE MORE LIKELY TO HAVE POSITIVE LIFE OUTCOMES THAN THOSE WHO DO NOT PARTICIPATE IN SUCH ACTIVITIES. RESEARCHERS SUCH AS PETER BENSON, KAREN PITTMAN AND JANE QUINN HAVE BEGUN TO PUBLISH THEIR FINDINGS AND, THUS, REFUTE THE STATEMENT THAT "YOU CAN'T PROVE PREVENTION". COMMON SENSE SHOULD TELL US THAT PREVENTION OF NEGATIVE BEHAVIOR LEADING TO INSTITUTIONALIZATION IS AS COST-EFFECTIVE, FOR INSTANCE, AS PREVENTION OF HEALTH PROBLEMS VERSUS HOSPITALIZATION. AS FAR BACK AS BENJAMIN FRANKLIN, WE ACKNOWLEDGED THAT "AN OUNCE OF PREVENTION IS WORTH A POUND OF CURE". WHY HAVE WE LOST SIGHT OF THIS TRUISM OVER THE YEARS? PROBABLY, BECAUSE THE SEVERE

NEGATIVE BEHAVIOR MANIFESTATIONS OF OUR NATION'S YOUTH HAVE OVERSHADOWED THE PRACTICALITY OF PREVENTION. IT IS OF VITAL IMPORTANCE THAT ALL YOUTH THROUGHOUT OUR NATION HAVE OPPORTUNITIES TO PARTICIPATE IN A VARIETY OF POSITIVE CONSTRUCTIVE ACTIVITIES.

MANY AUTHORS IN THE PAST TWO YEARS HAVE PRESENTED SOLID EVIDENCE FOR THE NEED TO FOCUS ON OUR YOUNG. JOY DREYFUSS, LISBETH SCHORR, SYLVIA HEWLETT, DAVID HAMBURG AND ROBERT LOUV TO NAME A FEW HAVE WRITTEN POWERFUL CASES FOR A "FRONT-END INVESTMENT STRATEGY." ALL OF OUR UNDER TWENTY-ONE YEAR OLD POPULATION NEEDS ADDITIONAL HELP TO DEAL WITH THE WORLD THEY WILL ENTER AS TAXPAYERS IN THE TWENTY-FIRST CENTURY.

CLEARLY, THERE WILL STILL BE YOUTH, PARTICULARLY ADOLESCENTS, WHO WILL NOT AVAIL THEMSELVES OF SUCH POSITIVE OUTLETS AND WHO WILL AVAIL THEMSELVES OF LESS THAN POSITIVE OUTLETS. IT IS INCUMBENT UPON US TO ALSO HAVE IN PLACE A NETWORK OF SERVICES WHICH WILL HELP US PROMPTLY IDENTIFY YOUTH WHO ARE TROUBLED AND/OR HEADING DOWN THE WRONG PATH. PROMPT INTERVENTION WITH THESE YOUTH WILL OFTEN, NOT ALWAYS, STEM THE TIDE OF NEGATIVITY. WORKING WITH THESE YOUTH IN THE CONTEXT OF FAMILY, IF THEY HAVE A VIABLE FAMILY, IS IMPORTANT. PROGRAMS FOR SUCH YOUNGSTERS ARE MORE COSTLY, PER CAPITA, THAN PREVENTION BUT FAR LESS COSTLY THAN PLACEMENT.

I AM PLEASED TO NOTE, OJJDP HAS FOUND NEW YORK STATE TO BE IN FULL COMPLIANCE WITH THE DEINSTITUTIONALIZATION REQUIREMENTS OF THE JJDP ACT EACH YEAR SINCE 1980. NEW YORK HAS ENORMOUS PROBLEMS AS YOU MAY HAVE HEARD. CRIME INVOLVING YOUTH IS COSTLY, BUT IT WOULD BE HIGHER IF THE STATE HAD NOT BEGUN TO CREATE ITS FLEXIBLE SYSTEM

EMPHASIZING PREVENTION AND GRASS-ROOTS COLLABORATION AS EARLY AS 1945.

IN 1975, WHEN JJDPA WAS FUNDED AT $25 MILLION NATIONALLY, NEW YORK ALLOCATED THAT SAME YEAR $16 MILLION EXCLUSIVELY FOR LOCAL YOUTH DEVELOPMENT AND PREVENTION ACTIVITIES. IN 1990 WHEN OJJDP ALLOCATED A VERY MODEST $75.3 NATIONALLY, NEW YORK STATE APPROPRIATED $63.3 MILLION THROUGH OUR YOUTH BUREAU SYSTEM.

IT APPEARS TO US THAT THERE MAY BE A CORRELATION BETWEEN STATES SUCH AS OURS AND OREGON, WHICH MADE THE MOST PROGRESS EARLY ON WITH COMPLIANCE WITH JJDPA, AND THE RELATIVELY HEAVY COMMITMENT TO PREVENTION ACTIVITIES.

OF COURSE, THERE WILL ALWAYS BE A SEGMENT OF OUR CHILDREN WHO WILL FIND THEMSELVES IN SUCH OVERWHELMINGLY NEGATIVE SITUATIONS AS TEEN PREGNANCY/PARENTING, SUBSTANCE USE AND ABUSE; DOMESTIC VIOLENCE VICTIMIZATION; RESIDING IN ENVIRONMENTS OF EXTREME DANGER AND VIOLENCE AND THE LIST GOES ON. A NUMBER OF THEM CAN BE HELPED TO TURN THEIR LIVES AROUND, BUT ONLY THROUGH EXPENSIVE AND INTENSIVE PROGRAMMING. SOME WE WILL NOT REACH EVEN WHEN WE HAVE EMPLOYED THE LAST RESORT OF INCARCERATION AS A MEANS OF FORCING PROGRAM PARTICIPATION. THESE LATTER WILL COST US, PER CAPITA, THE MOST TO SERVE WITH THE LEAST LIKELIHOOD OF LASTING SUCCESS, EVEN IF THERE IS A GOOD SYSTEM OF AFTERCARE IN PLACE.

I HAVE JUST GIVEN YOU A CAPSULE OVERVIEW OF A COMPREHENSIVE YOUTH SERVICE DELIVERY SYSTEM. WE NEED JUST SUCH A SYSTEM NATIONWIDE AND THE JUVENILE JUSTICE DELINQUENCY PREVENTION ACT CAN PROVIDE THE VEHICLE FOR THIS COMPREHENSIVENESS. NEW YORK STATE HAS SUCH A SYSTEM AND A STATE-WIDE NETWORK, BOTH OF WHICH ARE SIMILAR TO THAT WHICH EXISTS NATIONWIDE FOR OUR AGING POPULATION. IN CONJUNCTION

WITH NACO, THE ASSOCIATION OF NEW YORK STATE YOUTH BUREAUS FULLY SUPPORT THE NEW TITLE THAT IS VERY SIMILAR TO OUR COMPREHENSIVE YOUTH SERVICE DELIVERY SYSTEM.

WE WOULD OFFER THE FOLLOWING AS THE SYSTEM BY WHICH A NATIONAL SYSTEM COULD BE IMPLEMENTED.

JUVENILE JUSTICE DELINQUENCY PREVENTION ACT:

(FEDERAL) REQUIRES PERIODIC REAUTHORIZATION
CARRIES ANNUAL APPROPRIATIONS

OFFICE OF JUVENILE JUSTICE & DELINQUENCY PREVENTION:

(FEDERAL-UNDER HHS) PER CAPITA FORMULA FUNDS ARE
ALLOCATED TO EACH STATE

STATE ADVISORY GROUP & * STATE OFFICE OF JJDP:

(DIVISION FOR YOUTH) INTRA-STATE FUNDING FORMULA:
PER CAPITA FUNDS AND WEIGHTED
INDICATORS

COUNTY CITIZEN ADVISORY GROUP & COUNTY YOUTH BOARD:

PREPARES LOCAL COMPREHENSIVE PLAN
FOR DELIVERY OF YOUTH SERVICES.
ALLOCATES FUNDS TO NOT-FOR-PROFIT
AND MUNICIPAL PROGRAM PROVIDERS
TO RUN PREVENTION, INTERVENTION,
AND DIVERSION PROGRAMS.
MONITORS & EVALUATES PROGRAMS.

GOVERNOR & LEGISLATURE:

HOPEFULLY, APPROPRIATE ADDITIONAL
FUNDS.

STATE OFFICE OF JJDP:

HAS OVERSIGHT OF FACILITIES INTO
WHICH YOUTH HAVE BEEN REMANDED BY
THE COURTS.

PASSES THROUGH FUNDS TO COUNTY UNITS FOR PREVENTIVE PROGRAMMING.

COUNTY YOUTH BUREAU:

FUNDS RECEIVED ARE STRICTLY PER CAPITA.

NOTE: PLANNING AND MONITORING MECHANISMS MUST BE THE SAME AT BOTH FEDERAL AND STATE LEVELS.

THE FEDERAL GOVERNMENT AND STATE GOVERNMENTS SHOULD JOINTLY FUND A REASONABLE NUMBER OF "FIELD REPRESENTATIVES" TO PROVIDE TECHNICAL ASSISTANCE AT ALL LEVELS.

THROUGH SUCH A SYSTEM WE CAN, FINALLY, ESTABLISH A COMPREHENSIVE SYSTEM OF YOUTH SERVICES IN THIS COUNTRY. UTILIZING THE NATION-WIDE NETWORK APPROACH IT WILL BE POSSIBLE (AND IMPORTANT) TO HAVE THE COUNTY AND STATE-LEVEL OFFICES OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION BE IN THE FOREFRONT OF ENSURING THAT THE NEEDS OF OUR CHILDREN AND YOUTH ARE MET, EITHER THROUGH USE OF THE JJDPA FUNDING OR BY COORDINATION OF SERVICES FUNDED OTHERWISE (E.G. HEADSTART, JTPA PROGRAMS). IN ORDER FOR THIS COORDINATION TO BE BROUGHT ABOUT, THERE MUST BE AN ADVOCACY ROLE ASSIGNED TO THE JJDP OFFICES AT ALL LEVELS. THIS IS OF CRUCIAL IMPORTANCE AS YOUTH CANNOT VOTE UNTIL THEY ARE 18 YEARS OF AGE AND MUST USUALLY RELY ON CARING ADULTS TO SPEAK ON THEIR BEHALF. ADVOCACY ACTIVITIES (NOT LOBBYING) MUST BE INCLUDED IN THE JOB DESCRIPTIONS OF THE GOVERNMENTAL AGENCIES' DIRECTORS.

BUILDING ONCE AGAIN ON THE STRUCTURE OF OJJDP AS IT NOW EXISTS, THE FOLLOWING BODIES SHOULD BE PUT IN PLACE AS WELL.

ADVOCACY: AT EACH LEVEL OF GOVERNMENT, THERE SHOULD BE ESTABLISHED A COALITION.

FEDERAL: OF STATE ADVISORY GROUPS

STATE : OF COUNTY ADVISORY GROUPS

LOCAL : OF ALL PUBLIC AND PRIVATE FUNDERS OF YOUTH PROGRAMS.

COORDINATION AND COOPERATION: AT EACH LEVEL OF GOVERNMENT, THERE SHOULD BE ESTABLISHED A COORDINATING COUNCIL TO ENSURE COMMUNICATION AMONG AGENCIES RESPONSIBLE FOR YOUTH PROGRAMS. THESE SHOULD SERVE AS COMMITTEES FOR COMPREHENSIVE PLANNING.

AT ALL LEVELS THERE MUST BE A TRUE PARTNERSHIP AND SHARING ON BEHALF OF OUR NATION'S YOUNG PEOPLE.

AS CAN BE SEEN IN THE SCHEMATIC, THE FORMULA GRANT APPROACH CAN AND SHOULD, BE CARRIED FORWARD TO THE NATIONWIDE MODEL. CLEARLY, A SIGNIFICANT INCREASE WILL BE NECESSARY AS WILL A SHIFT IN EMPHASIS TO FOCUS ON PREVENTION. A SECOND SHIFT IN EMPHASIS WILL ALSO BE NECESSARY AND SUCH A SHIFT SHOULD MAKE IT POSSIBLE FOR THE COMMUNITY TO RESPOND TO THE REQUIREMENTS AND NEEDS OF YOUTH RATHER THAN THE REQUIREMENTS AND NEEDS OF FUNDERS. THIS WILL REVERSE THE TREND OF OVER SPECIFIED CATEGORICAL FUNDING AND ALLOW

POLICY MAKING AND PROGRAM IMPLEMENTATION AT THE LOCAL LEVEL TO MEET LOCALLY IDENTIFIED NEEDS.

ONLY BY AN ADEQUATELY-FUNDED COMMITMENT TO PREVENTION WILL THIS NATION BECOME PROACTIVE ON BEHALF OF ALL OF ITS CHILDREN RATHER THAN REACTIVE IN THE FACE OF MILLIONS OF CHILDREN WHO HAVE ALREADY BEEN DAMAGED OR EVEN KILLED AS A RESULT OF BENIGN FEDERAL GOVERNMENTAL NEGLECT.

I COMMEND TO YOUR ATTENTION THE ABUNDANCE OF RECENT PUBLICATIONS WHICH ATTEST TO THE PLIGHT OF CHILDREN IN THIS GREATEST NATION OF ALL. IF WE DO NOT ATTEND TO THEIR PLIGHT THROUGH A DEDICATED, COMPREHENSIVE PREVENTION STRATEGY DESIGNED TO NURTURE AND DEVELOP OUR YOUTH, WE WILL REMAIN THE GREATEST NATION ON EARTH!

IN CLOSING, REAUTHORIZATION AND SIGNIFICANT EXPANSION OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT WILL BUILD UPON A WELL-ESTABLISHED FRAMEWORK FOR MEETING THE CHALLENGES OF THE FAST APPROACHING TWENTY FIRST CENTURY; IT IS A SENSIBLE APPROACH. I SUBMIT FOR YOUR CONSIDERATION ONE OF OUR ASSOCIATION'S SLOGANS, SLIGHTLY REVISED FOR THIS MORNING, "YOUTH DEVELOPMENT IS DELINQUENCY PREVENTION AND DELINQUENCY PREVENTION IS JUVENILE JUSTICE."

THANK YOU FOR YOUR TIME AND ATTENTION.

Senator KOHL. Thank you, Ms. Herrick.
Ms. Carpenter?

STATEMENT OF CAROLE CARPENTER

Ms. CARPENTER. Thank you, Mr. Chairman. I am from Maricopa County, AZ, which is the greater Phoenix metropolitan area and also home of the Phoenix Suns basketball team, the second-best basketball team in this Nation. The associate legislative director for the National Association of Counties, Don Murray, behind me, said that he would murder me if I came up and said Phoenix Suns was No. 1.

Senator KOHL. All right. Whatever you want. [Laughter.]

Ms. CARPENTER. Counties across the Nation would like to applaud you for the new title in the act on prevention and for refocusing what we think is the need for national attention on prevention, specifically in the justice area. Obviously, NACO played a part originally in the Juvenile Justice Act through the National Jail Reform Coalition. We do support and will continue to support removal of juveniles from adult jails and keeping status offenders out of such facilities.

However, as you noted earlier, at least 25 States spend virtually no money from this act on prevention. We would like to see that changed. As a former prosecutor, I am well aware of how much counties across America and States invest in the back end of the justice system in facilities to house both juvenile and adult offenders. As many people have said, if we continue to build them, they

will come. They will come to our adult facilities and they will come to our juvenile facilities. We think the counties of this Nation have an opportunity to play a pivotal role locally. And the reason for that is, as many people know, counties have 2,500 health facilities across the Nation. Fully 93 percent of those provide strong child health care. We know that we need to coordinate child health care with other human services. Counties across this Nation provide all kinds of programs for human services, and it is counties across this Nation who have invested unfortunately so heavily along with the States in the back-end institutional solutions which we do not think have worked.

While we obviously do not wish to discontinue all funding for back-end institutional solutions, we agree with you that it is time to refocus on the front end. And to that end, we are asking that about $30 million, as you have indicated, be dedicated specifically to prevention to the Juvenile Justice Act, that the act be voluntary in terms of local participation, that the act focus on supporting children and keeping those children in their communities with their families rather than removing them from their families to various kinds of facilities, that the private, nonprofit sector play a significant role in assisting counties across the Nation, and that the counties play a key role in providing and suggesting people to serve on local planning boards, much as the State of Oregon has done, indicated by Tom English's testimony.

We would see the makeup of those boards including health officials, juvenile justice people, the courts, citizens, the nonprofit sector and others, including between perhaps 15 to 21 people, and we would see the State's responsibility as a broad policy guidance, the development of some standards in the area, technical assistance, and a role in evaluation. And we would hope that indeed as other people have suggested that the $30 million would not just focus national attention on the role of prevention in the criminal justice system, but also have a multiplier effect so that States, counties or both could match those funds in various ways at the local level. And that part of that match be allowed to be in-kind matches so that, for example, if a school building or community center offered a rental facility for use, that could be counted toward the match.

We thank you very much for providing us with this opportunity to speak today. We would also draw your attention to the National Education Association Today article in their April 1992 edition, which indicates we are No. 1. The United States has the highest incarceration rate in the world. Where have we gone wrong? We believe, like we think you do, that we have gone wrong by not paying enough attention to prevention. And we would also ask that this article be submitted for the record today.

Thank you very much, Mr. Chairman.

[The prepared statement of Ms. Carpenter and the above-mentioned article follow:]

STATEMENT OF

THE HONORABLE CAROLE CARPENTER

ON BEHALF OF

THE NATIONAL ASSOCIATION OF COUNTIES

MR. CHAIRMAN, AND MEMBERS OF THE SUBCOMMITTEE, I AM CAROLE CARPENTER, A COUNTY SUPERVISOR IN MARICOPA COUNTY, ARIZONA, A PAST PRESIDENT OF THE ARIZONA COUNTY SUPERVISORS ASSOCIATION AND, FOR THE PAST FOUR YEARS, CHAIR OF THE NATIONAL ASSOCIATION OF COUNTIES* JUSTICE AND PUBLIC SAFETY COMMITTEE.

I AM PLEASED TO BE HERE THIS MORNING TO PRESENT NACo'S VIEWS ON THE REAUTHORIZATION OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT. MR. CHAIRMAN, WE COMMEND YOU AND THIS SUBCOMMITTEE FOR HOLDING THIS IMPORTANT HEARING ON PREVENTION.

AT THE OUTSET, LET ME STATE THAT NACo HAS BEEN A STRONG SUPPORTER OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT THROUGHOUT THE ACT'S HISTORY. WE SUPPORTED IT IN 1974 AND WE CONTINUE TO SUPPORT IT TODAY.

LET ME ALSO MAKE CLEAR THAT THE ASSOCIATION HAS NEVER WAVERED IN PROMOTING THE MAJOR REQUIREMENTS CONTAINED IN THE ACT: NAMELY, THE REMOVAL OF JUVENILES FROM ADULT JAILS AND

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* The National Association of Counties is the only national organization representing county government in the United States. Through its membership, urban, suburban and rural counties join together to build effective, responsive county government. The goals of the organization are to: improve county government; serve as the national spokesman for county government; serve as a liaison between the nation's counties and other levels of government; achieve public understanding of the role of counties in the federal system.

LOCK-UPS AND THE PROHIBITION AGAINST HOLDING STATUS OFFENDERS IN SECURE CUSTODY. THESE ARE VERY WORTHY OBLIGATIONS THAT WE FULLY SUPPORT. IN FACT, MR. CHAIRMAN, SEVERAL OBSERVERS HAVE NOTED THAT NACo'S EFFORTS IN 1977 AND 1978 TO ORGANIZE THE NATIONAL COALITION FOR JAIL REFORM CONTRIBUTED TO THE POLICY CONSENSUS THAT WAS NEEDED TO PASS THE 1980 AMENDMENT ESTABLISHING THE REMOVAL REQUIREMENT. AFTER ALMOST A YEAR OF STUDY, DISCUSSION AND INVESTIGATION, THE COALITION IN APRIL 1979 ADOPTED THE FOLLOWING POSITION: THE NATIONAL COALITION FOR JAIL REFORM ENDORSES THE GOAL THAT NO JUVENILE SHOULD BE HELD IN AN ADULT JAIL. (A JUVENILE IS DEFINED AS A PERSON WHO HAS NOT YET REACHED THE AGE OF 18.)*

IN MANY STATES JAIL REMOVAL IS THE ONLY AGENDA.

MR. CHAIRMAN, THERE IS NO QUESTION THAT THE ACT HAS SERVED AS A MAJOR CATALYST FOR REMOVING THOUSANDS OF STATUS OFFENDERS FROM SECURE DETENTION AND ADDITIONAL THOUSANDS OF YOUNGSTERS FROM ADULT JAILS. THE FORMULA GRANT PROGRAM WHICH OFFERS STATES

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* The adoption of the Coalition's position by 28 national organizations helped convince Congress that jail removal was an important and politically feasible idea. In 1978 only one state prohibited the jailing of juveniles in an adult jail.

Among the member organizations that made up the coalition at this point in time were the National Sheriffs' Association, the American Jail Association, the American Bar Association, the American Correctional Association, the National Association of Counties, the National League of Cities, the U.S. Conference of Mayors, the National Council on Crime and Delinquency, the National Center for State Courts, the Police Executive Research Forum, the National Urban League, the American Public Health Association and the National Criminal Justice Association.

Gordon Raley, former Staff Director for the House Subcommittee on Human Resources, described the major role of the National Coalition for Jail Reform in the passage of the 1980 jail removal amendment. In his article, "Removing Children from Adult Jails: The Dance of Legislation." (Children Legal Rights Journal, June 1982), Raley states: "By lending their organizational names as well as professional expertise, they made the issue politically 'safe' ... Through the shared credibility of the groups involved, the National Coalition defused what might have otherwise been seen as a drastic and therefore controversial move-removing all children from adult jails."

A VERY MODEST AMOUNT OF FUNDING IN EXCHANGE FOR COMPLIANCE WITH THE DEINSTITUTIONALIZATION AND REMOVAL MANDATES HAS CLEARLY LED TO VERY SIGNIFICANT AND IMPRESSIVE RESULTS.

UNFORTUNATELY, HOWEVER, DESPITE THE PROGRESS THAT HAS BEEN MADE IN IMPLEMENTING THESE MANDATES, THERE HAS BEEN A NARROW CONCENTRATION OF EFFORT IN MANY STATES ON JAIL REMOVAL AND/OR TO A LESSER EXTENT DEINSTITUTIONALIZATION THAT WE FIND TROUBLING -- FOR IT HAS HAD THE UNINTENDED AFFECT OF OVERSHADOWING THE OTHER MAJOR PURPOSES AND GOALS OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT.

ALMOST HALF OF THE STATES ARE NOW SPENDING ALL OR NEARLY ALL OF THEIR FORMULA GRANT FUNDS ON JAIL REMOVAL EFFORTS AND/OR DEINSTITUTIONALIZATION. THIS IS BEING DONE AT THE EXPENSE OF ALL OTHER CATEGORIES INCLUDING PREVENTION. THIS, DESPITE THE ACTS EMPHASIS ON EARLY INTERVENTION AND DELINQUENCY PREVENTION -- CLEARLY TWO MAJOR OBJECTIVES OF THE ACT. MR. CHAIRMAN, FOR ALMOST HALF THE STATES THE ACT MIGHT MORE ACCURATELY BE CALLED THE "JAIL REMOVAL ACT" OR "THE "DEINSTITUTIONALIZATION ACT" RATHER THAN THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT.

LET ME GIVE YOU JUST A FEW EXAMPLES OF THE UNEVEN DISTRIBUTION OF FORMULA GRANT FUNDS AND THE SERIOUS AFFECT THIS HAS HAD ON PRIMARY PREVENTION.

IN FY 91, ALASKA SPENT $259,657 ON JAIL REMOVAL OUT OF A TOTAL ALLOCATION OF $349,375. IN ARKANSAS, THE STATE HAS COMMITTED $407,025 FOR JAIL REMOVAL OUT OF A TOTAL OF $497,725. IN INDIANA, OUT OF AN OVERALL PROGRAM BUDGET OF $1.1 MILLION, $780,750 WAS DIRECTED TO JAIL REMOVAL. IN EACH OF THESE STATES PRIMARY PREVENTION RECEIVED NO FUNDS UNDER THE FORMULA GRANT PROGRAM.

THE STATE OF MAINE HAS DEMONSTRATED AN INTEREST IN PRIMARY PREVENTION SINCE THE LATE SEVENTIES. IN 1978 AND 1979, THE STATE RECEIVED A DISCRETIONARY GRANT TO PURSUE THIS OBJECTIVE, BUT IN 1980, THE GRANT WAS ABRUPTLY TERMINATED WHEN THE NEW ADMINISTRATION CAME INTO OFFICE. DESPITE THIS SETBACK, THE STATE FUNDED A PRIMARY PREVENTION PROJECT FROM 1980 TO 1984. SINCE THAT TIME, VIRTUALLY ALL OF MAINE'S FORMULA FUNDS HAVE BEEN SPENT COMPLYING WITH SECTION 223 (A) (14) OF THE ACT -- THAT SECTION REQUIRING THE REMOVAL OF JUVENILES FROM ADULT JAILS. THE STATE FOUND ITSELF IN A DIFFICULT POSITION SINCE IT HAD INSUFFICIENT JUVENILE DETENTION FACILITIES. ALL IT HAD WERE ADULT JAILS WITH SIGHT AND SOUND SEPARATION WHICH WAS NO LONGER APPROPRIATE. FACED WITH A THREATENED CUT-OFF OF FEDERAL FUNDS, MAINE AGREED TO SPEND ALL OF ITS FORMULA GRANT PROGRAM FUNDS ON JAIL REMOVAL EFFORTS.

A RECENT MEMO IN THE STATE'S ANNUAL REPORT FILE NOTED THAT SINCE 1985, MAINE'S "JUVENILE JUSTICE ADVISORY GROUP (JJAG) HAS EXPERIENCED CONTINUED FRUSTRATION AT THEIR INABILITY TO PUT JJAG RESOURCES INTO PREVENTION, WHERE THESE RESOURCES WOULD HAVE THE GREATEST POTENTIAL LONG RANGE IMPACT ON THE SYSTEM AND ON INDIVIDUALS."

RECENTLY, MAINE PASSED A NEW LAW THAT IS EXPECTED TO PUT THE STATE INTO COMPLIANCE WITH SECTION 223 (A) 14 OF THE ACT ALTHOUGH ADDITIONAL WORK ON THE JAIL REMOVAL INITIATIVE IS STILL CONTEMPLATED.

THE FORMULA GRANT PROGRAM

ACCORDING TO A NOVEMBER 1991 FINANCIAL ANALYSIS, CONDUCTED BY COMMUNITY RESEARCH ASSOCIATES FOR OJJDP OF THE JUVENILE JUSTICE FORMULA GRANT PROGRAM IN 35 STATES, JAIL REMOVAL AND DEINSTITUTIONALIZATION ACCOUNTED FOR 45 PERCENT OF ALL FUNDS

ALLOCATED IN FY 91 FOR A TOTAL OF $17.9 MILLION. AT THE SAME TIME PREVENTION RECEIVED ONLY 16 PERCENT OF THE TOTAL FUNDS OR $6.4 MILLION -- THIS WAS JUST SLIGHTLY ABOVE 1/3 OF TOTAL FORMULA GRANT EXPENDITURES OR LESS THAN 1/3 OF THE COMBINED EXPENDITURES FOR JAIL REMOVAL AND DEINSTITUTIONALIZATION.

MR. CHAIRMAN, IT SHOULD ALSO BE NOTED THAT THE $6.4 MILLION PREVENTION ALLOCATION DID NOT REPRESENT ANY NATIONWIDE TREND. A HANDFUL OF STATES MOSTLY IN THE NORTHEAST ACCOUNTED FOR THE BULK

FY 91 FORMULA GRANT DOLLARS BY STATES

STATE	PRIMARY PREVENTION	JAIL REMOVAL	DEINSTITU-TIONALIZATION	PROGRAM TOTALS (including match)
1. Alabama	$ 213,575	$ 0	$ 500,000	$ 848,175
2. Alaska	0	259,657	0	349,375
3. Arizona	205,000	126,090	115,000	815,500
4. Arkansas	0	407,025	0	497,725
5. Colorado	25,000	230,000	10,000	661,319
6. Connecticut	342,000	0	6,134	581,575
7. Delaware	156,500	0	41,750	349,375
8. D. C.	100,000	0	0	100,000
9. Florida	615,008	922,511	50,000	2,198,231
10. Georgia	50,000	0	1,045,000	1,376,000
11. Idaho	0	214,855	0	381,900
12. Indiana	0	780,750	0	1,118,000
13. Iowa	180,000	0	8,000	1,669,000
14. Kansas	0	387,575	0	3,054,175
17. Louisiana	0	628,818	0	976,730
18. Maryland	275,908	40,000	0	889,025
19. Michigan	0	1,322,900	0	1,846,850
20. Montana	0	201,775	0	349,375
21. Nevada	0	101,955	101,955	349,376
22. New Jersey	443,750	0	0	1,403,000
23. New Mexico	0	284,375	72,500	2,069,375
24. New York	866,171	0	1,499,142	3,331,425
25. N. Carolina	1,066,250	0	0	1,257,500
26. N. Dakota	14,375	70,000	194,000	349,375
27. Ohio	0	50,000	1,362,000	2,125,275
28. Oklahoma	50,000	24,360	170,000	1,474,400
29. Pennsylvania	0	0	927,512	2,174,725
30. Rhode Island	227,875	0	0	349,375
31. S. Carolina	0	616,500	0	727,250
32. Tennessee	184,740	129,210	80,000	894,000
33. Texas	83,333	777,742	777,507	3,527,999
34. W. Virginia	169,000	0	60,000	354,750
35. Washington	0	0	328,014	930,950

This chart is based on data from a Nov. 1991 survey of 35 states conducted by Community Research Associates for the Office of Juvenile Justice and Delinquency Prevention.

OF THE EXPENDITURES. NORTH CAROLINA FOR EXAMPLE, ALLOCATED $1,066,250, FOR PREVENTION; MARYLAND $275,908; NEW JERSEY, $443,750; NEW YORK, $866,171; FLORIDA $615,008; AND CONNECTICUT $342,000.

OF THE 35 STATE FORMULA GRANT TOTALS ANALYZED IN LATE 1991, 14 STATES WERE NOT INVESTING ANY FUNDS FOR PREVENTION UNDER THE ACT WHILE AN ADDITIONAL SIX STATES WERE INVESTING $100,000 OR LESS FOR SUCH PURPOSE. IT SHOULD ALSO BE NOTED THAT OF THE 15 STATES THAT WERE NOT INCLUDED IN THE ANALYSIS AT LEAST SEVEN STATES -- MAINE, NEBRASKA, NEW HAMPSHIRE, MASSACHUSETTS, KENTUCKY, MISSISSIPPI AND WISCONSIN, WERE CONSUMED WITH SERIOUS JAIL REMOVAL PROBLEMS. IT WOULD APPEAR THEREFORE THAT AT LEAST 27 STATES WERE EITHER NOT SPENDING ANY FORMULA FUNDS ON PREVENTION OR WERE AT BEST MAKING ONLY MINIMAL CONTRIBUTIONS.

FOCUSING ON THE FRONT END

NACo'S JUSTICE AND PUBLIC SAFETY COMMITTEE HAS RECOGNIZED THE UNIQUE POTENTIAL AND OPPORTUNITIES FOR COUNTIES TO REDUCE JUVENILE CRIME THROUGH EARLY INTERVENTION AND DELINQUENCY PREVENTION EFFORTS.

THE NEED TO COLLABORATE WITH SCHOOL DISTRICTS AND OTHER LEVELS OF GOVERNMENT IN DESIGNING EARLY INTERVENTION PROGRAMS HAS RECEIVED MAJOR RECOGNITION BY NACo.

NOT ONLY DO COUNTIES HAVE A MAJOR ROLE IN FUNDING JUVENILE JUSTICE AND DELINQUENCY PREVENTION SERVICES AT THE LOCAL LEVEL BUT THEY ALSO POSSESS MAJOR RESPONSIBILITY IN ADMINISTERING LOCAL HEALTH AND SOCIAL SERVICE SYSTEMS. COUNTIES ARE IN FACT THE PRIMARY DELIVERERS OF LOCAL HEALTH AND HUMAN SERVICES IN THE PUBLIC SECTOR. THEY SPEND AT LEAST $20 BILLION OF THEIR OWN REVENUE ON HEALTH CARE ALONE. THUS THEY ARE IN A UNIQUE POSITION TO MANIPULATE MULTIPLE SYSTEMS TO BRING ABOUT CHANGE.

WHEN SENATOR BIRCH BYAH TOOK A LEADERSHIP ROLE IN DESIGNING, THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT, HIS CLEAR AIM WAS FOR THE ACT TO EMPHASIZE PREVENTION AND

ALTERNATIVES TO THE FORMAL JUVENILE JUSTICE SYSTEM. UNFORTUNATELY, SINCE THE EARLY 80s, OJJDP HAS ABANDONED PREVENTION AS A MAJOR PRIORITY AND HAS EMPHASIZED A MORE PUNITIVE APPROACH. ACCORDING TO FORMER SENATE STAFFER ELLEN GARRISON, THE SHIFT OCCURRED IN 1983. TO QUOTE GARRISON: "FOLLOWING THE APPOINTMENT OF ALFRED REGNERY AS OJJDP ADMINISTRATOR IN 1983, THE PRIMARY PROGRAM EMPHASIS OF OJJDP SHIFTED DRAMATICALLY FROM DELINQUENCY PREVENTION AND TREATMENT TO SERIOUS AND VIOLENT JUVENILE CRIME." OTHERS WOULD ARGUE THAT PREVENTION WAS NEVER A MAJOR FOCUS OF OJJDP.

MR. CHAIRMAN, NACc RECOGNIZES THE NEED TO PROTECT CITIZENS FROM SERIOUS CRIME BUT WE ALSO SEE A MAJOR NEED FOR PREVENTING THESE CRIMES FROM OCCURRING IN THE FIRST PLACE. WE NEED TO DO BOTH. LOCKING UP MORE AND MORE PEOPLE IN JUVENILE AND ADULT INSTITUTIONS HAS BEEN COUNTER PRODUCTIVE. HAROLD L. HODGKINSON, DIRECTOR OF THE CENTER FOR DEMOGRAPHIC POLICY AT THE INSTITUTE FOR EDUCATIONAL LEADERSHIP, INC., IS NOT ALONE IN ARGUING THAT IT IS CHEAPER, EASIER AND MORE EFFECTIVE TO INVEST RESOURCES IN PREVENTION AND EARLY INTERVENTION EFFORTS THAN TO EXPAND COUNTY DETENTION CENTERS, JAILS AND OTHER INSTITUTIONS AND REMEDIAL PROGRAMS. IN HIS PUBLICATION, "THE SAME CLIENT: THE DEMOGRAPHICS OF EDUCATION AND SERVICE DELIVERY SYSTEMS," HODGKINSON WRITES THAT DESPITE THE COST-EFFECTIVENESS OF A "FRONT-END" APPROACH, THE NATION SPENDS ONLY 15 PERCENT ON PREVENTION PROGRAMS AND 85 PERCENT ON RATHER INEFFECTIVE "CURES" IN ALL SOCIAL SERVICE AREAS.

HE NOTES THAT 82 PERCENT OF AMERICA'S PRISONERS ARE HIGH SCHOOL DROPOUTS, YET THE COUNTRY HAS GENERALLY FAILED TO ADEQUATELY RECOGNIZE THIS IMPORTANT RELATIONSHIP. HODGKINSON ARGUES THAT THERE IS A CLEAR INVERSE RELATIONSHIP BETWEEN HIGH-SCHOOL GRADUATION AND THE RATE OF INCARCERATION. FOR EXAMPLE, MINNESOTA HAS THE SECOND LOWEST RATE OF INCARCERATION IN THE

COUNTRY, BUT NOT SURPRISINGLY, THE HIGHEST HIGH SCHOOL GRADUATION RATE. NORTH DAKOTA, WHICH RANKED THIRD IN HIGH SCHOOL GRADUATIONS, HAS THE LOWEST INCARCERATION RATE IN THE COUNTRY.

COUNTY BOARD-SCHOOL BOARD COLLABORATION

UNTIL ONLY A FEW YEARS AGO, THE LACK OF COUNTY BOARD-SCHOOL BOARD COLLABORATION WAS A SERIOUS PROBLEM IN MOST COMMUNITIES. MANY COUNTY GOVERNMENTS FACING RISING COSTS AND INCREASED DEMANDS FOR NEW SERVICES, WERE FEARFUL ABOUT ESTABLISHING CLOSER RELATIONSHIPS WITH THE SCHOOLS. THEIR MAJOR CONCERN WAS THAT CLOSER INVOLVEMENT WOULD SOMEHOW TRANSLATE INTO INCREASED COSTS. SIMILARLY, SCHOOL BOARDS WERE ALSO FEARFUL IN WORKING WITH LOCAL GOVERNMENTS -- CONCERNED PERHAPS THAT CONTROL OVER SCHOOL PROGRAMS MIGHT BE DISSIPATED.

FORTUNATELY, THIS ISOLATION IS BEGINNING TO BREAK DOWN. THE PROBLEMS HAVE BECOME TOO SERIOUS. IN THE LAST SEVERAL YEARS, A GROWING CONSENSUS HAS EMERGED IN MANY COMMUNITIES THAT WE NEED TO UTILIZE THE SCHOOL -- PARTICULARLY THE ELEMENTARY SCHOOL -- AS THE STAGING AREA FOR THE DELIVERY OF HEALTH CARE AND HUMAN SERVICES TO CHILDREN AND THEIR FAMILIES.

A RECENT REPORT OF THE CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING UNDERSCORED THE NEED FOR EARLY INTERVENTION. THE REPORT FOUND THAT ONE-QUARTER OF PREGNANT WOMEN HAD NO PRENATAL HEALTH CARE. THEY WERE THUS PLACING THEIR CHILDREN AT-RISK EVEN BEFORE THEY WERE BORN. THE STUDY ALSO SURVEYED 7,000 KINDERGARTEN TEACHERS THROUGHOUT THE COUNTRY WHO REPORTED THAT 35 PERCENT OF THEIR STUDENTS ON AVERAGE WERE NOT PREPARED TO START SCHOOL BECAUSE OF PREVENTABLE HEALTH PROBLEMS OR INADEQUATE STIMULATION IN THE PRE-SCHOOL YEARS.

RECOGNIZING THAT MANY TROUBLED YOUTHS ARE PASSING THROUGH

OUR ELEMENTARY SCHOOLS WITH SERIOUS PROBLEMS UNDETECTED, IT IS ESSENTIAL THAT WE BEGIN TO PROMOTE CLOSER LINKS BETWEEN SCHOOLS AND EXISTING LOCAL PUBLIC HEALTH AND MENTAL HEALTH AGENCIES AT THE EARLIEST OPPORTUNITY. THE TIME HAS COME FOR US TO INVEST MORE HEAVILY AT THE FRONT END, LONG BEFORE A CHILD COMES IN CONTACT WITH THE JUVENILE COURT.

THE BENEFITS TO THE COMMUNITY OF COLLABORATIVE EFFORTS AMONG LOCAL GOVERNMENTS, THE PRIVATE SECTOR AND SCHOOL OFFICIALS NEEDS TO BE EMPHASIZED. FOR EXAMPLE, IN SOME COUNTIES SOCIAL SERVICE PROGRAMS PROLIFERATE, YET MANY JUVENILES FEEL ALIENATED WHEN SEEKING HELP. ABOUT 2,500 COUNTIES RUN THEIR OWN HEALTH DEPARTMENTS. MORE THAN 1200 COUNTIES ADMINISTER WELFARE PROGRAMS. MANY CONTRACT WITH NON-PROFIT AGENCIES TO PROVIDE RECREATION, ELDERLY, SPECIAL EDUCATION AND NUTRITIONAL PROGRAMS. YET THOUSANDS OF YOUNGSTERS AND THEIR FAMILIES FACING THIS MAZE OF PROGRAMS, NEVER RECEIVE ANY ASSISTANCE. PLACING SERVICE PROGRAMS IN SCHOOLS WE BELIEVE WILL MAKE THEM MORE ACCESSIBLE.

HEALTH AND HUMAN SERVICES IN SCHOOLS CAN SCREEN CHILDREN FOR PHYSICAL OR EMOTIONALLY HANDICAPPING CONDITIONS THAT WILL COST PUBLIC TAXPAYERS MORE MONEY IF LEFT UNTREATED. IN THE AREA OF MENTAL HEALTH, FOR EXAMPLE, IT IS ESTIMATED THAT MOST CHILDREN ENCOUNTER AT LEAST ONE CRISIS DURING THE AVERAGE 12-YEAR SCHOOL CAREER. MANY HAVE PROBLEMS REQUIRING PROFESSIONAL ATTENTION SUCH AS COPING WITH DIVORCE, DEPRESSION, ABUSE OR LEARNING DISABILITY. LEFT UNTREATED, THE CRISIS CAN LEAD TO DROP-OUTS, JUVENILE DELINQUENCY, OR OTHER SOCIAL PROBLEMS.

COUNTIES SUPPORT SOME OF THE MOST EXPENSIVE INSTITUTIONAL PROGRAMS. THEY SPEND BILLIONS EACH YEAR ON OPERATING 3,300 JAILS, 400 JUVENILE DETENTION CENTERS AND OVER A 1,000 COUNTY HOSPITALS AND OTHER HEALTH CARE FACILITIES. IN NACo'S JUDGMENT, THE CHALLENGE FACING COUNTIES IN THE FUTURE WILL HINGE ON HOW

EFFECTIVE WE ARE IN DIRECTING MORE OF OUR RESOURCES TO THE FRONT-END.

IN FRESNO COUNTY, CALIFORNIA, A PROGRAM OPERATING IN 10 SCHOOLS -- MOSTLY ELEMENTARY -- SEEKS TO HELP AT-RISK CHILDREN AND THEIR FAMILIES. THE STUDENTS ARE IDENTIFIED AND ARE REFERRED TO A SCHOOL TEAM WHO DEVELOP A SERVICE PLAN. ACCORDING TO A RECENT STUDY, THE FUTURE OF CHILDREN, (A PUBLICATION OF THE CENTER FOR THE FUTURE OF CHILDREN, THE DAVID AND LUCILLE PACKARD FOUNDATION), "DATA COLLECTED FROM APRIL 1985 THROUGH JUNE 1990 SHOW AN AVERAGE REDUCTION OF 40% IN UNEXCUSED ABSENCES, A DECREASE OF 70% PER CHILD IN REFERRALS FOR MISBEHAVIOR AND SUBSTANTIAL INCREASE IN PARENTAL INVOLVEMENT WITH THE SCHOOL. OF THE APPROXIMATELY 60 HIGH-RISK CHILDREN WHOSE CASES WERE MANAGED IN ELEMENTARY SCHOOL AND WHO ARE NOW OF HIGH SCHOOL AGE, NONE HAS DROPPED OUT OR BECOME A TEENAGE PARENT, AND ONLY THREE HAVE ENTERED THE JUVENILE JUSTICE SYSTEM."

ANOTHER VERY CREATIVE COLLABORATION DEVELOPED IN SAN DIEGO COUNTY IS CALLED "NEW BEGINNINGS." IT IS THE RESULT OF MORE THAN THREE YEARS OF PLANNING BY A COALITION OF THE SAN DIEGO COUNTY DEPARTMENT OF HEALTH, THE SAN DIEGO COUNTY DEPARTMENT OF SOCIAL SERVICES, THE SAN DIEGO CITY SCHOOL DISTRICT, THE SAN DIEGO HOUSING COMMISSION AND THE CITY OF SAN DIEGO.

THE COLLABORATION "SEEKS TO IMPROVE OUTCOMES FOR CHILDREN AND FAMILIES THROUGH RESTRUCTURING EDUCATION, SOCIAL SERVICES, AND HEALTH SYSTEMS."

A DEMONSTRATION CENTER FOR CHILDREN AND FAMILIES WAS OPENED AT THE HAMILTON ELEMENTARY SCHOOL. TO QUOTE FROM THE FUTURE OF CHILDREN STUDY:

"AT THE CENTER, FAMILIES RECEIVE COMPREHENSIVE CASE

MANAGEMENT FROM A TEAM OF FAMILY SERVICES ADVOCATES. THE ADVOCATES ARE REPOSITIONED STAFF FROM THE PARTICIPATING AGENCIES. CASE MANAGEMENT INCLUDES ONGOING COUNSELING AND SERVICE PLANNING AS WELL AS REFERRAL TO EDUCATION, SOCIAL, AND HEALTH SERVICES. IN ADDITION TO CASE MANAGEMENT, IN THE FUTURE THE CENTER WILL PROVIDE INFORMATION AND REFERRAL, ADULT EDUCATION PROGRAMS, AND EXPANDED HEALTH SCREENING AND TREATMENT."

ANOTHER OUTSTANDING COLLABORATION IS THE MURPHY ELEMENTARY SCHOOL DISTRICT IN PHOENIX. EACH OF FOUR K-8 SCHOOLS HAS BEEN ASSIGNED A SCHOOL SOCIAL WORKER AND A NURSE.

IN ADDITION EIGHT COMMUNITY STAFF WORK WITH FAMILIES IN THEIR HOMES TO DEAL WITH SUCH BASIC NEEDS AS MEDICAL CARE, FOOD, CLOTHING AND COUNSELING. THE NEEDS ARE SERIOUS. OF THE 2,500 K-8 STUDENTS, 95 PERCENT LIVE IN POVERTY AND 41 PERCENT LIVE IN SINGLE-PARENT HOUSEHOLDS.

THE NEED FOR A NEW TITLE ON PREVENTION

TO RESTORE A MEASURE OF BALANCE TO THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT AND TO EMPHASIZE THE IMPORTANCE OF DELINQUENCY PREVENTION, NACo APPLAUDS YOUR EFFORTS TO CREATE IN THE ACT A NEW TITLE TOTALLY DEDICATED TO EARLY INTERVENTION AND DELINQUENCY PREVENTION.

IN NACo'S VIEW THIS NEW PREVENTION TITLE WOULD PROVIDE A STABLE, CONSISTENT AND LONG TERM SOURCE OF FUNDING (AS OPPOSED, SAY, TO DISCRETIONARY GRANTS WHICH COMMONLY REFLECT SHORT-TERM PRIORITIES SET BY THE ADMINISTRATION IN POWER.) FUNDING FOR PREVENTION IS DIFFICULT TO PRESERVE UNLESS EFFORTS ARE MADE TO DEDICATE FUNDS FOR SUCH A PURPOSE. IN THE FACE OF COMPETING FUNDING DEMANDS MONEY FOR PREVENTION OFTEN LOSES OUT TO THE MORE

EXOTIC AND IMMEDIATE CRISIS SITUATIONS. WE WOULD RECOMMEND THAT THE NEW TITLE HAVE A SEPARATE AUTHORIZATION OF $30 MILLION.

THE NEW TITLE IN OUR VIEW SHOULD BE DESIGNED TO CREATE OR ENHANCE STATE SUBSIDIES AIMED AT EARLY INTERVENTION AND DELINQUENCY PREVENTION. IT SHOULD ACT AS A MULTIPLIER IN TERMS OF GENERATING NEW REVENUES AND OTHER INVESTMENTS AT THE STATE AND LOCAL LEVEL.

MR. CHAIRMAN, ONE OF THE LEAST RECOGNIZED AND RARELY USED BENEFITS OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT HAS BEEN ITS CATALYTIC ROLE IN LAUNCHING STATE SUBSIDY PROGRAMS THAT FURTHER OR COMPLEMENT THE GENERAL OBJECTIVES OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT.

IN OREGON, FOR EXAMPLE, FORMULA FUNDS FROM THE JJDP ACT WERE USED TO COVER MOST OF THE DEVELOPMENTAL COSTS NEEDED TO DESIGN OREGON'S COMMUNITY JUVENILE SERVICES ACT -- A STATE JUVENILE SUBSIDY PROGRAM NOW FUNDED AT $26 MILLION BI-ANNUALLY. THE OREGON SUBSIDY PROGRAM SUPPORTS THE WORK OF COUNTY APPOINTED VOLUNTARY LOCAL PLANNING BOARDS WHO DESIGN ALTERNATIVE PROGRAMS FOR YOUTH.

AT THE HEART OF THE PROGRAM IS THE WORK OF 35 COUNTY JUVENILE SERVICES COMMISSIONS MADE UP OF HUNDREDS OF VOLUNTEERS WHO CONTRIBUTE THOUSANDS OF HOURS PER MONTH.

IN NEW YORK STATE, THERE ALSO EXISTS A VERY ADVANCED STATE-COUNTY SUBSIDY FOR YOUTH DEVELOPMENT THAT IS TOTALLY CONSISTENT WITH THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT. THE NEW YORK ACT WHICH IS FUNDED PRESENTLY WITH $46 MILLION OF STATE FUNDS HAS, IN FULL PARTNERSHIP WITH THE COUNTIES, SUPPORTED A NETWORK OF YOUTH SERVICE BUREAUS THROUGHOUT THE STATE. THESE

BUREAUS HAVE SERVED AS THE BROKER FOR A WIDE RANGE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION SERVICES.

MR. CHAIRMAN, EVEN IN STATES LIKE OREGON AND NEW YORK, WHICH HAVE VERY ADVANCED SUBSIDIES, A NEW EMPHASIS ON PREVENTION WOULD BE VERY BENEFICIAL AND COST-EFFECTIVE.

AS WE SEE IT, THE LOCAL PLANNING BOARDS ESTABLISHED UNDER STATE LEGISLATION WOULD PROMOTE COMMUNICATION AND PLANNING AND PROVIDE A MECHANISM FOR EXPANDING, COORDINATING AND EVALUATING NEW AND INNOVATIVE SERVICES IN THE COMMUNITY. FEDERAL INCENTIVES, HOWEVER, SHOULD BE FLEXIBLE ENOUGH TO ALLOW FOR INDIVIDUAL STATE AND LOCAL DIFFERENCES, AND NOT PENALIZE ANY STATE THAT HAD ALREADY INSTITUTED SUCH PROGRAMS. FINALLY, TO QUALIFY FOR INCENTIVE FUNDING WE WOULD RECOMMEND THAT STATE LEGISLATION CONTAIN CERTAIN ESSENTIAL FEATURES, SUCH AS LANGUAGE CALLING FOR THE CREATION OF LOCAL PLANNING BOARDS AT THE COUNTY OR MULTI-COUNTY LEVEL, REQUIREMENTS FOR THE DEVELOPMENT OF A COMPREHENSIVE PLAN, REQUIREMENTS RELATIVE TO THE ENACTMENT AND ENFORCEMENT OF STATE STANDARDS AND POPULATION REQUIREMENTS TO ENCOURAGE MULTI-JURISDICTIONAL PROGRAMMING.

MR. CHAIRMAN, THERE ARE ALREADY PROVISIONS IN THE ACT TO USE OJJDP FUNDS TO PROMOTE STATEWIDE SUBSIDY PROGRAMS BUT, UNFORTUNATELY, SUCH PROVISIONS ARE BURIED IN THE LEGISLATION. THEY ARE TOO NARROWLY DRAWN UNDER SEC. 223 10 (H) AND ARE GIVEN VERY LOW PRIORITY UNDER SECTION 113 (B). AS THE LEGISLATION IS CURRENTLY WRITTEN, FUNDS TO "DEVELOP STATEWIDE PROGRAMS THROUGH THE USE OF SUBSIDIES" WOULD ONLY BE AVAILABLE FROM REVERTED FUNDS AND ARE IN DIRECT COMPETITION WITH SIX ADDITIONAL FUNDING CATEGORIES. GIVEN THE POTENTIAL OF STATE SUBSIDIES TO DRAMATICALLY ADVANCE THE GOALS OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT, NACo RECOMMENDS THAT A SEPARATE TITLE ADDRESS THE PROMOTION OF PREVENTION SUBSIDIES.

IN TERMS OF GENERAL PRINCIPLES, WE WOULD RECOMMEND:

- FRONT END PREVENTION;
- LOCAL OPTION;
- INCENTIVES TO KEEP KIDS IN THE COMMUNITY;
- LOCAL PLANNING; AND
- INVOLVEMENT AND STRENGTHENING OF THE PRIVATE NON-PROFIT SECTOR.

UNDER NACo'S CONCEPTUALIZATION, THE STATE WOULD IN CLOSE CONSULTATION WITH LOCAL GOVERNMENTS, HAVE RESPONSIBILITY FOR BROAD POLICY GUIDANCE, THE DEVELOPMENT AND ENFORCEMENT OF STANDARDS, TECHNICAL ASSISTANCE AND TRAINING, RESEARCH, EVALUATION AND GRANT MONITORING.

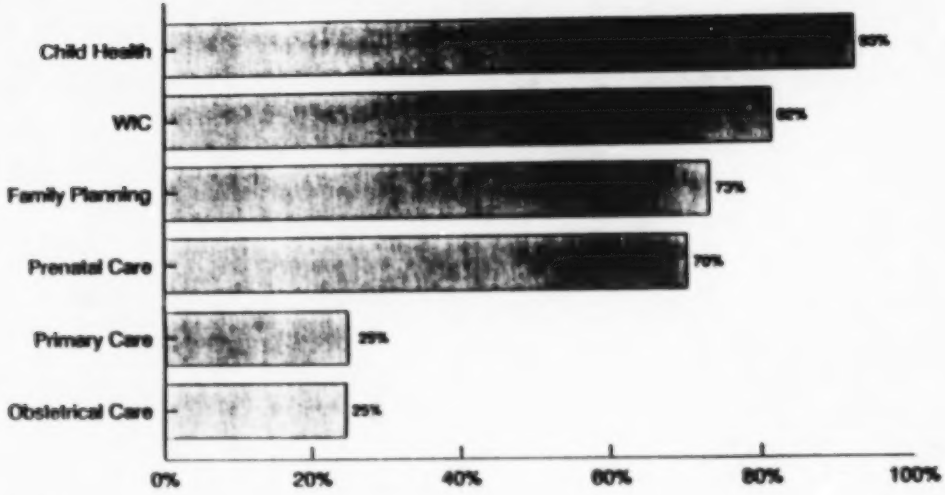
WE WOULD ALSO RECOMMEND THAT THE NEW TITLE INCLUDE THE FOLLOWING FORMS OF INVOLVEMENT BY DIFFERENT LEVELS OF GOVERNMENT:

THE FEDERAL LEVEL WOULD OFFER A VOLUNTARY PROGRAM TO INTERESTED STATE GOVERNMENTS AND DEDICATED FUNDS AT ABOUT THE $30 MILLION LEVEL.

STATES MATCH MAY BE REQUIRED BUT, IF SO, WOULD INCLUDE "IN KIND" CONTRIBUTIONS. STATE MATCH REQUIREMENTS MAY BE MET BY LOCAL CONTRIBUTIONS WHICH, IN TURN, MAY INCLUDE CONTRIBUTIONS FROM SCHOOLS AND BUSINESSES.

COUNTY GOVERNMENT'S ROLE WOULD INCLUDE APPOINTMENT OF THE LOCAL POLICY BOARD WHICH WOULD DO PLANNING AND EVALUATION AND WOULD RECOMMEND DISTRIBUTION OF FUNDS. THE MEMBERSHIP OF LOCAL BOARDS WOULD INCLUDE MEMBERS SIMILAR TO CURRENT LOCAL CHILDREN AND YOUTH SERVICES COMMISSIONS AND WOULD NUMBER FROM 15 TO 21 MEMBERS.

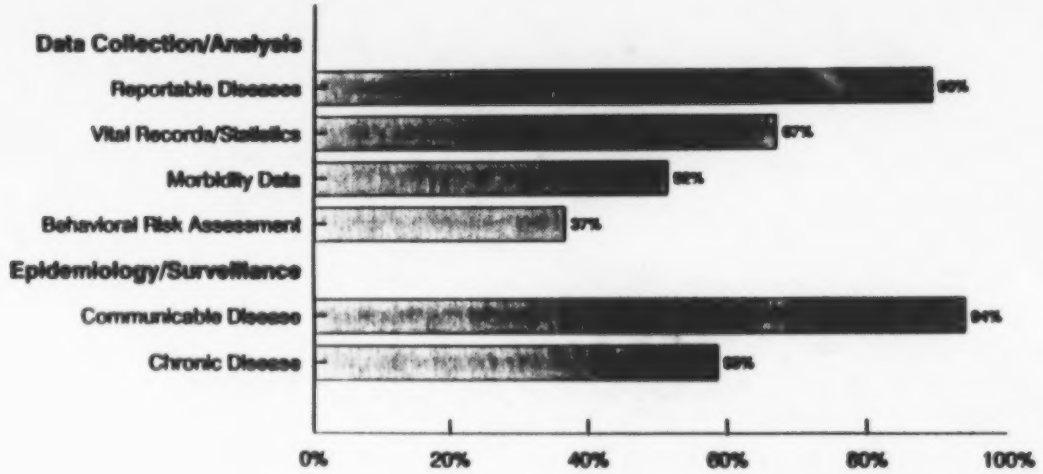
Percent of County Health Departments Reporting Being Active in Personal Health Functions and Services



N=1726

Source: National Association of County Health Officials, 1990.

Percent of County Health Departments Reporting Being Active in Assessment Functions



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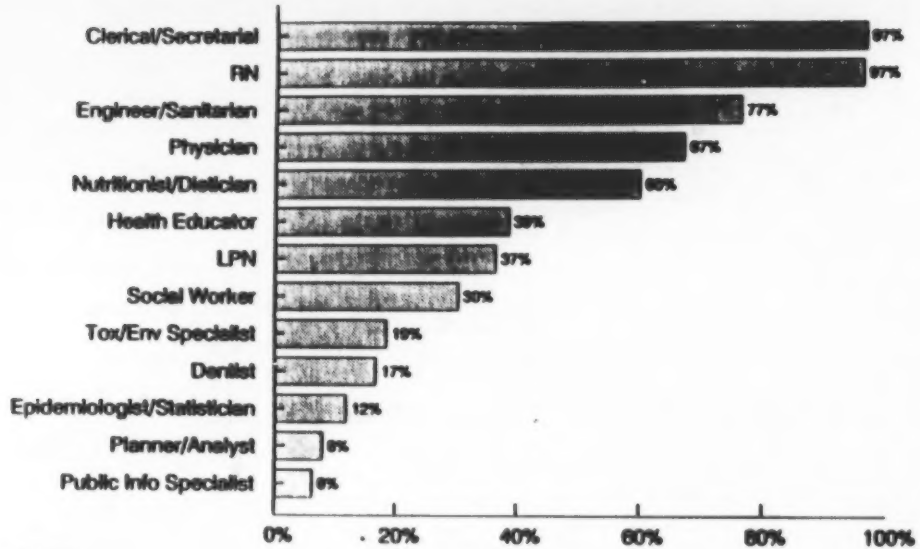
Source: National Association of County Health Officials, 1990.

Percent of County Health Departments Reporting Selected Full/Part Time Staff



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Source: National Association of County Health Officials, 1990.

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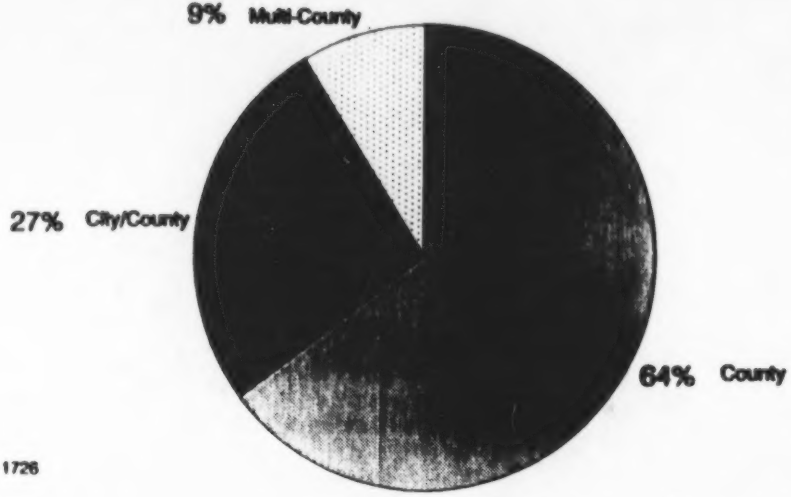
County Health Department Jurisdiction Types



Source: National Association of County Health Officials, 1990.

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THE PRISON EXPLOSION

'Just Count the At-Risk Third Graders'

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Senator KOHL. Thank you very much, Ms. Carpenter.

Mr. Greene, in your written statement you cited a survey showing that among second to eighth graders, 31 percent reportedly had seen someone shot, 34 percent had seen a person stabbed, and 80 percent had seen somebody beaten up. Is New York an exception or do you think that these numbers are as stark and dramatic all across the country?

Mr. GREENE. Well, one, these statistics were taken from Chicago. I think in many of our large urban centers if you look at those pockets of poverty where there are the range of ills you get as a consequence of poverty, you are going to get people acting out in this way. Now I think most of the real violence comes from adults acting out, and it is certainly exacerbated by the influx of drugs and particularly crack cocaine—now we are returning back to heroin again—as well as the availability of guns. It has created this kind of violence. But I think you will find this kind of violence, this kind of exposure to violence in any of our cities.

And if one thinks about oneself or one's family members or friends, when we have somebody who has been injured or died from an accident, it is very, very traumatic, and I think these kids are traumatized. And there are many, many kids who are traumatized, and I think they need intervention. But as I said in my oral testimony, I indicated that we have seen many instances where if you place the activities in the neighborhood, you can reach these youth and you can turn them around. And, in fact, they can help contribute to make their neighborhoods safer and better places to live.

Senator KOHL. Juvenile justice problems in New York are worse than ever?

Mr. GREENE. They are pretty bad. I do not, you know, the arrest rates are not going up. There is probably overall more violence now, and I think again relating back to the idea of availability of guns and the extent of drug dealing that is going on, the problems are pretty severe out there.

Senator KOHL. About the availability of guns, are you talking about those cheap guns that are being sold everywhere?

Mr. GREENE. I am talking about all kinds of guns.

Senator KOHL. All kinds.

Mr. GREENE. They have guns that are superior to what our police department has.

Senator KOHL. Yes.

Mr. GREENE. They are just very readily available. And I spoke with some kids in our——

Senator KOHL. Kids of 8, 9, 10, and 12 years old are walking around with guns?

Mr. GREENE. They do.

Senator KOHL. Are these $25 or $35 dollar guns?

Mr. GREENE. They are very cheap. They are easy to get. I spoke with some——

Senator KOHL. Can you tell us whether or not you can justify, accept, or understand a society like the one we see in New York City, that has a system allowing such handguns to be as readily available as they are?

Mr. GREENE. Well, I think it is unconscionable.

Senator KOHL. Is it incomprehensible to you?

Mr. GREENE. It is incomprehensible. I think, I do want to make the point being from New York that I do not think New Yorkers have any——

Senator KOHL. Whether it is New York or anywhere else. Oh, yes, we are not just talking about New York City, obviously it is not just New York.

Mr. GREENE. Yes.

Senator KOHL. But somehow it strikes me as almost incomprehensible that a society that calls itself civilized has a system that will allow kids of 6, 7, 8, 9, 10 years old just to walk down the street, pick up a gun for $25 and then go out and shoot somebody.

Mr. GREENE. Yes, I agree.

Senator KOHL. And you know we are trying to legislate controls here. We are trying to enact the Brady bill which sets up a minimum waiting period. The Brady bill does not even address the whole problem. But we cannot even get that passed without great difficulty. It is almost unbelievable to me. Anyway, I am sorry. I get——

Mr. GREENE. No, I fully agree.

Senator KOHL. I mean how are we ever going to solve any of the problems in New York or elsewhere that involve juvenile justice, kids going out and getting in trouble, doing the wrong things, committing crimes, doing all the things that we do not want and getting incarcerated.

Mr. GREENE. Well, again, I——

Senator KOHL. Well, if you are going to let kids have guns when they are 8 or 10 years old.

Mr. GREENE. Well, we cannot let kids have guns.

Senator KOHL. How are you ever going to solve the problem? What? I am sorry.

Mr. GREENE. We cannot let them have guns, but if they are available and the kids are frustrated and hopeless and angry, they will use those guns. We have seen, and I cite in my written testimony, several programs which are based in the neighborhoods, one in a section of Brooklyn called Williamsburg, which is a comprehensive youth center. This is the program I referred to of the youth going knocking door to door on people's homes. This was a youth-initiated program. When you give youth the opportunity to focus their attention on how to identify the problems in the neighborhoods, they know what the problems are. And they have some good ideas how to respond to them.

You can start having adults help guide them in how to focus that energy and use those ideas to make concrete changes in their neighborhoods. They did this throughout a number of urban parks in the example I gave in my oral testimony. Now we have a program called "Posse for Change." You know posse in New York refers to small, drug-related gangs. This program calls itself Posse for Change, and the young people are trained in community organizing, going out to reach other young people in neighborhoods such as we have talked about, and they are starting to reach them, and the young people are starting not to turn toward guns, not to turn toward violence, but to turn toward changing their communities around, to making them places where they feel proud of living.

And as they see that they can make a change, that they can be successful in doing it, they start to feel better about themselves, and it is contagious. And that is how we can turn things around.

Senator KOHL. Mr. Soucie, things seem to be getting worse. You read the papers in Milwaukee and you read about youth gangs, youth violence, and all the problems in our cities. It seems to me to be worse than it has been in a long, long time, maybe the worst it has ever been. Do you have a comment to make? Is that right?

Mr. SOUCIE. First, your question to Mr. Greene reminded me of Johnny Carson's comment when the State of New Jersey passed the ban on runny eggs, and he said you have to wonder about a State where you can buy an Uzzi on demand, but there is a 7-day waiting period on a Caesar salad. [Laughter.]

We are seeing both an increase in the number and in the severity of the offenses. Just looking at some of the numbers, in terms of our delinquency referrals to the Children's Court Center, we are up 8 percent this year. In terms of the severity, last year we had 70 homicides by juveniles. In 1988, we had 27. So the severity and the numbers are increasing, and this is all projected to increases as well. So, as I said in my testimony, we are making a choice right now. Staying the course is a choice, and I think it is an ineffective one and a really expensive one.

I would like to just make a comment and commend you, Senator, for focusing national attention on this issue, and I am very proud that you are my senator from Wisconsin.

Senator KOHL. That is why I asked you here today. [Laughter.]

Mr. SOUCIE. I would also like to thank Marsha Renwanz for her effort——

Senator KOHL. She is good, yes.

Mr. SOUCIE [continuing]. To really ferret out the information in people on this issue, and you are to be commended.

Senator KOHL. Thank you. I just wanted to ask you, Ms. Carpenter, in Maricopa County, do we need to do something about keeping guns out of the hands of these kids?

Ms. CARPENTER. Absolutely.

Senator KOHL. What would you do if you had the power to do whatever?

Ms. CARPENTER. Absolutely. Well, I will tell you one thing we are doing. The National Association of Counties strongly supports the Brady bill.

Senator KOHL. Yes.

Ms. CARPENTER. And we also support the ban on assault weapons for sale to people.

Senator KOHL. Yes.

Ms. CARPENTER. I am very concerned about this and so are the citizens of Maricopa County. In the last 3 weeks, I think we have had two children killed, not children that were in tough neighborhoods where you might expect them to be at immediate risk, but children in other neighborhoods, simply because they found guns in the home, because people wanted to have guns around for their own protection. We believe very strongly at the National Association of Counties, and I believe personally that we absolutely have got to get some control over all kinds of guns in America, and we have got to get them off the streets. And I think that law enforce-

ment, both the county sheriffs across the Nation and the chiefs of police, agree with that. And it is frankly beyond me that any Congressman or Senator today sitting would object to that.

And I think what is going to happen is that the mothers and fathers of America are going to have to end up on the streets of the Capitol to make sure that that Brady bill gets passed.

Senator KOHL. All right. Anybody have comments you would like to make before we bring this hearing to a close? Ms. Herrick?

Ms. HERRICK. If I could just add, Senator, that I think that we need, when we are talking about guns, we need to know that the rural areas of the country is also seeing the same problem, that the kids are able to get their hands on it. And as Mr. Greene was saying, that if they do not have constructive activities, and we do not have some programs for kids and try to keep them supervised, then when they are not involved in activities that is when they are going to find other ways to do something with their behavior. And a lot of times it is negative behavior. But guns, I think, are also surfacing in your rural areas, and you would be surprised to see the numbers.

Senator KOHL. This is the last question. Looking ahead 10 years, what is your prognosis? I asked the same question of the first panel. None of us has a crystal ball. We all see our country today and we see the various forces at work. We have our own ideas and our thoughts about what is happening and what may happen. Looking ahead 10 years from today, do you see the problem with kids in our society getting better, staying the same, or getting worse? I am interested in your opinion. Ms. Carpenter, what do you think? If you had to make a judgment, what would you guess?

Ms. CARPENTER. I think that when you see absolute full funding of Headstart and an absolute commitment to every child in this country, things will get better, and until that happens we are not going to see much change.

Senator KOHL. You are saying that when the adults of our society really and truly comprehend this problem and are willing to devote time, attention, and resources to it, we will see positive changes, but until that time we will not?

Ms. CARPENTER. That is right.

Senator KOHL. Ms. Herrick.

Ms. HERRICK. I think, Senator, that what is important is that other countries—and it is very sad that the United States does not view their children as other countries do. We see children as being the responsibility of just their parents. And other countries view them as being part of the community, and I think that is very important, and until we start valuing our children as part of our community and thinking globally about what our future is going to be for them, and as Carol said, investing right away in their prevention activities because we cannot wait any longer. But we need to start, the United States needs to get serious about their children. We do it on other programs, and the time is now. Otherwise, we are not going to be seeing any improvements.

Senator KOHL. You talk about the global community. Will it happen or is it likely to happen that when these kids grow up, they will no longer be able to compete in the global economy? Will they

start falling way, way, way behind and not be able to make a reasonable living? But that is already happening, is it not?

Ms. HERRICK. Absolutely, yes.

Senator KOHL. This is already happening?

Ms. HERRICK. Yes, absolutely.

Senator KOHL. But has that turned around?

Ms. HERRICK. Has it turned around? I think——

Senator KOHL. Has that turned around?

Ms. HERRICK. I would like to think that we can make progress.

Senator KOHL. All right.

Ms. HERRICK. I do not think it has turned around, but we definitely have to start thinking more globally about our children. We have not done that. And until we start getting serious about that, they are going to fall behind. And what is going to happen, unfortunately our country and government we see—and I am a member of government, I work for government—we tend to wait till things are in crisis, and then we want to address the problems.

Senator KOHL. Yes.

Ms. HERRICK. And we can no longer do that. We have got to think about preventive measures, and so until we do that globally we will be in a lot of trouble, I believe.

Senator KOHL. Mr. Greene.

Mr. GREENE. We are not going to vary that much, I think, in our responses to this. I think it all boils down to having faith in our young people. I talk a lot to young people who have gotten into trouble, and there are a couple of common features. One is they tell me they have always been told what they have been wrong. They have never been encouraged. There is no faith in them from the people around them, and I think around the country, too, there is a lack of faith, and I think that is very critical.

The other is that they have had few supportive relationships, occasionally from parents, but certainly not, they tell me, from schools, not from friends other than in negative ways, and we have to build up support networks to develop those kinds of relationships where young people can start to feel good about themselves and one another and about the communities they live in. Unless we make this shift in faith of our young people, we are going to lose a generation. We are already beginning to.

Senator KOHL. Thank you. Mr. Soucie.

Mr. SOUCIE. At the back of my written testimony, I included a chart there, and there is a cycle for Milwaukee County, and the cycle begins with the number of abused and neglected kids, which is over 9,000 referrals a year that we get of child abused and neglected children. That cycle continues on to the juvenile justice system. The kids showing up in the detention center, then in juvenile corrections schools and ultimately graduate on into adult corrections. I think looking 10 years down the line may be a little too short a period, if you are looking at investing in the long run. That 9,000 referral figure, it is a quadrupled number from 10 years ago.

And if those kids are 5 years old and younger, they are going to be first. We are going to be seeing them in our system for another 10 and possibly 15 years if they are infants and young children. So 10 years from now, we may be right in the thick of it. The investment that has to be made in prevention has to be for much longer

period than that. The returns on it we may not see completely until 15, 20 years from now. The average age of an incarcerated youth in Wisconsin is 16½ years. So we are talking about a much longer period than 10 years.

Senator KOHL. Well, one thing is for certain. We have a big job ahead of us. Whether it is going to get better or stay the same, it certainly is an enormous job. I fully appreciate that. We all appreciate your coming here today. You have added a lot to the dialog and I think you will help us to get the authorization and the appropriation for delinquency prevention. So thank you all for coming. We thank you all for being here. This hearing is closed.

Mr. SOUCIE. Thank you.

Ms. HERRICK. Thank you, Senator.

[Whereupon, at 12:15 p.m., the subcommittee adjourned.]

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ISBN 0-16-040225-5